DOCUMENT RESUME

ED 178 147 JC 790 637

AUTHOR Young, Donna; And Others
TITLE Critical Issues for Tennessee Community Colleges. College of Education Monograph Series, No. 10.
INSTITUTION Tennessee Univ., Knoxville. Bureau of Educational Research and Service.
PUB DATE Dec 78
NOTE 89p.

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS *Administrator Attitudes; Community Colleges; Educational Accountability; *Educational Assessment; *Educational Needs; Educational Policy; Educational Trends; *Junior Colleges; Legislators; *Needs Assessment; Presidents; State Boards of Education; State Officials; *State Surveys
IDENTIFIERS *Tennessee

ABSTRACT

Members of the Tennessee General Assembly, the Tennessee Higher Education Commission and its staff, the State Board of Regents and its professional staff, and members of the Presidents' Council and Sub-Councils (N=237) were surveyed to identify the most critical issues facing Tennessee public community colleges and to develop implications for policy development. A response rate of 43% was achieved. From the survey, a set of 12 critical issues emerged. There was a fairly high degree of consensus among the groups on the ratings of importance of these issues: (1) improving instruction; (2) developing more effective means of evaluating faculty performance; (3) assessing instructional effectiveness; (4) making provisions to deal with the energy situation; (5) being accountable for services rendered; (6) improving articulation between community colleges and four-year institutions; (7) balancing students' interest with society's needs for employable graduates; (8) accountability in the expenditure of funds; (9) competition with other agencies for public funds; (10) evaluating program offerings; (11) providing special academic and vocational programs to meet the needs of the labor force; and (12) implementing the concept of lifelong learning. The study report analyzes and compares results by respondent groups, discusses the implications of the findings, and includes the survey instrument and data tables. (Author/AYC)

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CRITICAL ISSUES FOR TENNESSEE COMMUNITY COLLEGES

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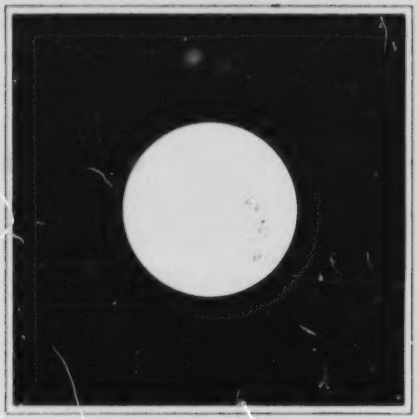

CRITICAL ISSUES FOR TENNESSEE COMMUNITY COLLEGES

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Knoxville

December 1978

ACKNOWLEDGMENTS

The authors wish to acknowledge Dr. Eugene Schoch and Dr. Patricia Ball for their contributions and assistance throughout the project.

This study is based on the first author's dissertation, *Critical Issues Facing Tennessee Community Colleges.*

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I. INTRODUCTION AND PURPOSE STATEMENT

Introduction

Community college policy makers must be able to identify key issues facing these institutions so that they can locate the resources necessary to help the colleges achieve their goals (Alfred, 1978). Not only is it important to identify issues but it is also imperative that the decision makers reach an agreement as to the priority of these issues, for without such a consensus there can be no common sense of direction (Gleazer, 1976a).

Unfortunately very few attempts have been made to determine the issues facing community colleges, and virtually no studies have measured consensus regarding issues. However, a study conducted by the American Association of Community and Junior Colleges (Drake, 1977) did reveal major problem areas facing local governing boards. The report listed the problems of greatest concern as finances, local control, board operations, and collective bargaining. This same study also surveyed state governing boards on problems of concern and reported the following items of greatest concern (in ranking order): (1) funding formulas, (2) capital planning and construction, (3) program cutbacks, (4) enrollment projections, (5) long-range planning, (6) collective bargaining, (7) tuition and fees, and (8) government reporting.

Although the Drake study was conducted nationally, it has several shortcomings as a survey on issues. First of all, the major focus was not to ascertain issues facing community colleges. Secondly, not all of the policy-making bodies were involved. Thirdly, no attempt was made to measure a consensus on issues.

Even though the present study has limitations regarding its assessment of issues, it is the only one that has tapped the views of policy makers and their priorities among the issues. Issues facing community colleges are addressed in the educational literature, but this format usually lends itself to only one specific problem at a time and the opinions generated and the importance given to the topic are usually based only on the authors' views.

Studies are produced annually which generate lists of critical

issues in public education. An annual survey is conducted by the Gallup polling organization on issues in public education, with the results published in the fall issue of *Phi Delta Kappan* (Gallup, 1978). Banta (1974) adapted the instrument used by Gallup to measure the opinions of Tennesseans toward issues in public education. Groups involved directly and indirectly in the educational process were surveyed and a list of ten key educational issues was generated. Similar studies on issues facing Tennessee community colleges have not been conducted. However, information of this nature could be used to assist policy makers in planning the direction of the Tennessee community college system.

Background

The community college system in Tennessee is at a relatively young stage of development. The first college was initiated in 1965, and by 1974 ten colleges were in operation.

Four major policy-making bodies are charged with the responsibility of making decisions which directly affect the operations of these institutions. These policy-making bodies are the Tennessee Higher Education Commission, the Tennessee State Board of Regents, the Presidents' Council and Sub-Councils, and the Tennessee General Assembly.

The Tennessee Higher Education Commission has the responsibility for coordination of all higher education in the state. The Commission consists of an executive director and nine members who are appointed by the Governor. The director is assisted in his/her duties by staff members. The Commission has no operating responsibility but it must approve new academic programs, centers or campuses, review budgets, perform long-range planning and generally insure that a comprehensive system of higher education is developed (*Manual of Policy and Procedures*, n.d.).

The Tennessee State Board of Regents is responsible for operating the community colleges and regional universities. The membership consists of seventeen members, including the Governor of the State, the Commissioner of Education, the Commissioner of Agriculture, and the Executive Director of the Tennessee Higher Education Commission, all serving as non-voting, ex-officio members. Eleven public members and one student from the state system are appointed by the Governor and one member is the immediate past Commissioner of Education. The staff of the State Board of Regents serves under the administration of a Chancellor (*State University and Community College System of Tennessee*, 1974).

The members of the Board of Regents are advised on policies

affecting community colleges by their staff, the Presidents' Council and Sub-Councils, and the Committees of the Board. The Presidents' Council is composed of the six presidents of the regional universities and the ten presidents of the community colleges. The Sub-Councils are comprised of administrators representing various departments on all community college and university campuses. The Presidents' Council and Sub-Councils were established for the purpose of providing means through which campus administrators may formally assemble to communicate on matters of common concern and to make reports and recommendations through the appropriate channels in the system and to the Board (*Manual of Policy and Procedures*, n.d.). The Sub-Councils give the Presidents' Council input on matters particularly relevant to their areas of operation. The Sub-Councils are: the Academic Affairs Sub-Council, represented by the Vice Presidents of Academic Affairs of the regional universities and Deans of Instruction of the community colleges; the Business Finance Sub-Council, consisting of the business managers of each campus; the Student Affairs Sub-Council, composed of the Deans of Students from each campus; and the Faculty Sub-Council, consisting of representatives of the faculty from each campus.

The Committees of the Board make studies of problems in fields assigned to them and advise the Board of changes in policy that need to be made. The Committees of the Board are composed of not less than three or more than seven Board members. Two full-time students and two full-time faculty members representing the regional universities and community colleges are requested by the Board to serve as ex-officio, non-voting members of the Committees. Standing Board Committees exist for Academic Policy Programs, Finance and Business Operations, Personnel, and Student Life (*Manual of Policy and Procedures*, n.d.).

On the local level, presidents are responsible for implementing policies and managing their campuses. The presidents are assisted in their duties by various administrative personnel who make decisions regarding policies in specific areas of operation. Members of the faculties are usually involved in the decision-making process on their respective campuses, and many community colleges have formally recognized their input by establishing faculty senates.

The Tennessee General Assembly makes the final determinations regarding appropriations to higher education. The General Assembly also has the power to set educational policy for higher education through the enactment of legislation. Both the State

Senate and the House of Representatives have standing committees on education (*Tennessee Blue Book*, 1975-76, n.d.).

Statement of Problem

Policy-making bodies need to be aware of the issues facing community colleges and a consensus must be reached as to the priorities of issues to insure effective planning and sound decision making. This information is needed in order to determine which programs at which institutions to optimize for production, which services to develop or reduce, which institutions to organize to meet new needs, and at what level to fund institutions (Glenny, 1974). Unfortunately a scarcity of research exists on issues facing community colleges, and subsequently few attempts have been made to measure consensus.

Community college leaders (e.g., Gleazer, 1976a) have emphasized that the greatest dangers facing community colleges are decisions without consensus or a common sense of direction. Because of this threat, Gleazer called for a thorough review of educational services and needs in each state in terms of significant changes occurring in society that have implications for education.

The need to define effective relationships among groups who have planning responsibilities has also been recognized by the Tennessee Higher Education Commission (*Biennial Report*, n.d.). In *Higher Education for Tennessee's Future* (1974), the Commission called for more effective information systems so that the General Assembly and Governor could make more informed judgments about realistic needs in different areas of the educational system. Millard (1974) emphasized openness and continuity in communications among institutions and state agencies for sharing information and identifying trends.

Policy-making bodies need to identify issues. However, at present no delineation of issues affecting Tennessee community colleges is available. Nor is there information available concerning differences or commonalities among these groups' views.

Purpose of Study

The present study was prompted by the aforementioned need for identification of critical issues as they affect policy decisions, the lack of research on the same, and implications of a single-state study on decisions affecting the state's community college system. More specifically, this study focused on the following objectives:

(1) To identify critical issues facing public community colleges

in Tennessee.

(2) To determine the degree of importance of each issue as perceived by the various policy-making bodies of public community colleges in Tennessee.

(3) To make comparisons of the ratings of priorities among the various groups who have input on policy information.

(4) To develop implications for Tennessee's public community college system based on the identification of issues.

Assumptions

The basic assumption of this research was that critical issues facing community colleges and their implications for policy development could be most effectively identified by the groups who participate in the formation of policies for Tennessee's community college system.

Definition of Terms

Issues. Problems facing community colleges which need to be resolved.

Policy-making bodies. Groups who participate in decisions which affect the operation of community colleges. Included are the members of the Tennessee General Assembly, the Tennessee Higher Education Commission and its professional staff, the State Board of Regents and its professional staff, the community college presidents (the Presidents' Council), and the community college representatives on the Presidents' Sub-Councils.

II. METHODOLOGY

Instrument Development

To ascertain the issues facing community colleges, books, periodicals, dissertations and microfiche were reviewed. Letters were also mailed to the executive heads of state coordinating commissions for community colleges throughout the United States to locate unpublished surveys on issues. The addresses for the state coordinating commissions were taken from the *Education Directory: Colleges and Universities, 1976-77* (1977). A survey questionnaire was then constructed based on the review of the literature.[1]

The survey questionnaire consisted of scaled items and open-ended responses. The first draft was sent to national community college leaders who had been identified by Young (1977) as having the greatest impact on the formation and development of the community colleges since 1963. (See Appendix A for names and addresses of community college leaders.) Two of the leaders had since retired from professional activities and could not be located. Six of the remaining eight members responded to a request to critique the survey instrument. The leaders were asked to review the questionnaire and to rate whether or not the items listed were reflective of the issues facing community colleges. The leaders were also asked to delete or include items related to issues. The suggestions of the leaders were incorporated into a revised edition of the survey questionnaire.

The revised survey instrument was sent to a second panel of experts, consisting of four members from the first panel and six members who were selected on the recommendations of community college leaders and personal acquaintances of people knowledgeable in the field. Community college presidents, administrators, board members, former legislators, community college educators, and members of the American Association of Community and Junior Colleges made up the second panel. (See Appendix B for the names and addresses of the second panel.) The second panel evaluated the clarity of the survey instrument,

[1] For a review of the literature, see Young, D., *Critical Issues Facing Community Colleges*, unpublished doctoral dissertation, University of Tennessee, Knoxville, 1978.

judged the relevance of the items to the purpose of the study, and made deletions or additions to the instrument. Based upon the panel's evaluations, some items were revised to improve the clarity and consistency of the instrument.

Survey Questionnaire

The final edition of the survey instrument contained scaled items and open-ended questions. The seventy-three items to be rated were placed on a seven-point Likert type scale. The seven scale points were (1) strongly disagree, (2) disagree, (3) tend to disagree, (4) neutral/mixed, (5) tend to agree, (6) agree, and (7) strongly agree. Space was also provided for the respondents to list and rate other items not included in the instrument. The open-ended portion of the instrument gave the respondents a chance to list additional concerns, to state the issues surrounding the most critical items, and to cite implications for policy and budgetary decisions at the state level. (See Appendix C for final edition of the survey instrument.)

Population Studied

Policy-making bodies of Tennessee's community college systems constituted the population of the present study. Questionnaires were mailed to the four groups officially recognized as having input into decisions affecting the community college systems, *viz:* the Tennessee Higher Education Commission and their professional staff (N=24); the State Board of Regents and their professional staff (N=33); the community college representatives on the Presidents' Council and Sub-Councils (N=48); and the Tennessee General Assembly (N=132).

Procedures

Answers to items on the questionnaires were collected by mail and telephone interviews. All respondents received a copy of the survey questionnaire and were given the option of responding by mail or participating in a subsequent telephone interview. The purpose of the telephone interview was to allow for clarification of items or to elaborate on issues.

In February of 1978, letters explaining the research project and copies of the survey instrument were mailed to all potential respondents. (See Appendix D for copies of the cover letter and an informed consent form.) The respondents were asked to sign the informed consent form and to indicate whether: (1) they were responding to the questionnaire and agreed to the telephone interview, (2) they were responding to the questionnaire but did not wish to participate in the telephone interview, or (3)

they chose not to participate in the survey. Respondents agreeing to the telephone interview were asked to examine the survey form before receiving the telephone call.

After the first mailing, approximately 50 percent of the population representing community college personnel had responded, and nearly 30 percent of those representing the State Board of Regents and the Tennessee Higher Education Commission had participated. Approximately 10 percent of the legislators had responded at this stage. In March 1978, follow-up letters were sent to community college personnel, the State Board of Regents, and the Tennessee Higher Education Commission. Personal visits were made to the legislators to encourage additional responses.

After the first follow-up, over 70 percent of the community college group, 54 percent of the Tennessee Higher Education Commission, 38 percent of the State Board of Regents, and 20 percent of the legislators had responded. In April 1978, a second follow-up letter was sent to community college participants, the State Board of Regents, and the Tennessee Higher Education Commission. Telephone calls were made to legislators in an effort to obtain responses.

All responses were tabulated by May 1978. The final response rate was 43 percent for the total population. Seventy-seven percent of the community college personnel, 54 percent of the Tennessee Higher Education Commission members, 45 percent of the State Board of Regents members, and 28 percent of the legislators participated in the study.

After the preliminary analysis of the data, persons holding key leadership positions were interviewed to discuss the implications of issues identified in the survey. The Executive Director of the Tennessee Higher Education Commission, the Chancellor of the State Board of Regents, the Commissioner of Education, the Lieutenant Governor, and legislative members on the education committees were interviewed. These interviews were conducted to assist the writers in forming a perspective on the data presented in the implications section. (See Appendix E for names and addresses of leaders interviewed.)

III. ANALYSES OF RESULTS

Mail Versus Telephone Responses

Fifty-seven percent of the respondents participated in the telephone interview while 43 percent returned their completed questionnaires by mail. Before the responses obtained by telephone interviews and mail responses could be combined, it was necessary to determine if the two methods of collecting data produced similar results. A Cochran C test for homogeneity of variance (Winer, 1962) revealed that there were significant differences ($p < .05$) between the variances of the telephone interview and returned mail responses on only eight of the seventy-three items. Given such infrequent heterogeneity of variance and considering the robustness of the F test with respect to departure from homogeneity (Winer, 1962), F tests were conducted to determine whether the telephone interviews and returned mail responses differed on mean level of rating for each item. Only seven significant differences out of seventy-three were observed. Thus, it was concluded that on the whole the two methods of data collection did not produce different responses,[2] and the telephone interviews and returned mail responses were pooled for all subsequent analyses.

Identification of Critical Issues

The first step in identifying "critical" issues was to establish points on the rating scale which represented the critical regions for each item. In keeping with the written instructions to respondents for making ratings, the researchers decided that an "agree" or "strongly agree" response indicated that an item was a critical issue for the respondent. Accordingly, items which

[2] In fact, recent research (Herman, J. B. "Mixed-mode Data Collection: Telephone and Personal Interviewing." *Journal of Applied Psychology*, 62 (1977), 399-404) has shown that telephone and personal interviews produce equivalent results.

had an average[1] response value of 5.5 or above were considered to represent critical issues.

Summary Statistics for Critical Issues by Respondent Groups

The frequency of response for each choice point item and the corresponding means, medians, and standard deviations were computed for each of the seventy-three scaled items for each of the four groups.

Community College Respondents

The community college group rated twenty items at a mean level of 5.5 or over. Table I presents the summary statistics for community college personnel's rankings. The two items receiving the highest ratings were (1) *improving instruction*, and (2) *developing more effective means of evaluating faculty performance. Funding formulas which do not make provisions for funding total programs of community colleges* and *making provisions to deal with the energy situation* received the next highest ratings. *Adjusting student personnel services to reflect the needs of the non-traditional students* and *implementing the concept of lifelong learning* were the last two critical items rated by this group.

TABLE I.
Summary statistics for critical items as rated by community college personnel.

Item	*N*	Mean	Median	S D
Improving instruction	37	6.27	6.33	0.73
Developing more effective means of evaluating faculty performance	37	6.27	6.53	0.87
Funding formulas which do not make provisions for funding total programs of community colleges, i.e., continuing education, community services, etc.	37	6.22	6.58	1.06
Making provisions to deal with the energy situation	36	6.19	6.27	0.78
Assessing instructional effectiveness	37	6.16	6.20	0.76

[1] The median could have been used as the measure of central tendency in identifying critical issues. We found that use of the mean or median produced very similar results in producing a ranking of critical issues. The mean value was used to facilitate the interpretation of composite results for the combined groups and to increase statistical power in making group comparisons.

TABLE I.—(Continued)

Item	N	Mean	Median	S D
Reaching students not currently being served by the community college	37	6.00	6.20	1.16
Improving articulation between community colleges and four-year institutions	37	5.97	6.09	0.97
Being accountable for services rendered	37	5.76	5.82	0.86
Implementing affirmative action programs	37	5.76	5.85	1.12
Responding to increasing enrollment of part-time students	37	5.73	5.95	1.33
Commitment of the faculty to the community college philosophy	36	5.67	6.14	1.55
Emphasizing staff development opportunities for community college administrators	36	5.64	5.77	0.21
Providing special academic programs and counseling services for academically disadvantaged students	37	5.62	6.08	1.64
Responding to a diverse student body	36	5.61	6.00	1.46
Evaluating program offerings	37	5.60	5.78	1.12
Competition with other agencies for public funds	37	5.60	5.82	1.42
Complying with Title IX regulations	36	5.56	5.58	1.03
Providing special academic and vocational programs to meet the needs of the labor force	37	5.54	5.90	1.50
Adjusting Student Personnel Services to reflect the needs of the non-traditional students	36	5.50	5.50	1.18
Implementing the concept of lifelong learning	36	5.50	5.43	1.32

NOTE: *N* = the total number of respondents to an item. S D = standard deviation. Each item was rated on a seven-point Likert scale ranging from (1) "strongly disagree" to (7) "strongly agree."

The community college respondents' ratings of critical issues included two items related to financial resources, two items concerned with faculty, five items referring to curriculum and instruction, five items pertaining to students, two items dealing with mission, and four items involving the management of community colleges. No items related to governance received mean ratings of 5.5 or above. Table VIII in Appendix F gives the frequencies

and summary statistics for all items rated by the community college group.

State Board of Regents Respondents

Table II shows that the respondents from the State Board of Regents also rated twenty items 5.5 or above. However, the items and their rank order varies somewhat from the community college group. The most critical item for the State Board of Regents was *improving instruction*, followed by *assessing instructional effectiveness* and *developing more effective means of evaluating faculty performance*. Items with mean ratings slightly above 5.5 include *providing special academic and vocational programs to meet the needs of the labor force, adjusting student personnel services to reflect the needs of the non-traditional students, providing special academic programs and counseling services for academically disadvantaged students*, and *adjusting to student attrition rates*.

TABLE II.
Summary statistics for critical items as rated by State Board of Regents.

Item	*N*	Mean	Median	S D
Improving instruction	15	6.27	6.40	0.80
Assessing instructional effectiveness	15	6.13	6.25	0.92
Developing more effective means of evaluating faculty performance	15	6.00	6.25	1.20
Being accountable for services rendered	15	5.93	6.19	1.34
Implementing the concept of lifelong learning	15	5.87	6.06	1.13
Making provisions to deal with the energy situation	15	5.80	6.00	1.21
Implementing affirmative action programs	14	5.79	5.93	0.98
Complying with Title IX regulations	13	5.77	5.86	0.83
Competition with other agencies for public funds	15	5.73	5.86	0.96
Balancing students' interests with society's needs for employable graduates	15	5.73	5.80	1.03
Accountability in the expenditure of funds	15	5.67	6.00	1.54
Emphasizing different instructional methodologies, i.e., personalized instruction	15	5.67	5.81	0.90

Item	N	Mean	Median	S D
Improving articulation between community colleges and four-year institutions	15	5.67	6.00	1.50
Tailoring programs to special groups (i.e., re-entry women, adult learners, etc.)	15	5.67	5.58	0.72
Responding to increasing enrollment of part-time students	15	5.60	5.57	0.63
Evaluating program offerings	15	5.60	6.00	1.77
Providing special academic and vocational programs to meet the needs of the labor force	15	5.53	5.85	1.19
Adjusting Student Personnel Services to reflect the needs of the non-traditional students	15	5.53	5.86	1.25
Providing special academic programs and counseling services for academically disadvantaged students	15	5.53	5.81	1.18
Adjusting to student attrition rates	14	5.50	5.75	0.94

NOTE: *N* = the total number of respondents to an item. S D = standard deviation. Each item was rated on a seven-point Likert scale ranging from (1) "strongly disagree" to (7) "strongly agree."

Fifteen of the items rated by Board members appeared on the community college list. The five items not appearing on the community college list were *balancing students' interests with society's needs for employable graduates, emphasizing different instructional methodologies, accountability in the expenditure of funds, tailoring programs to special groups,* and *adjusting to student attrition rates.*

Two of the items with mean ratings of 5.5 or above were concerned with financial resources, one item related to faculty, seven items dealt with curriculum and instruction, five items referred to students, two items were associated with mission, and three items pertained to management. No items related to governance received mean ratings of 5.5 or above. Frequencies and summary statistics for all items for the State Board of Regents are given in Table IX in Appendix F.

Tennessee Higher Education Commission Respondents

As shown in Table III, thirteen items received ratings of 5.5 or above from the Tennessee Higher Education Commission. *Developing more effective means of evaluating faculty per-*

formance and *competition with other educational institutions for vocational-technical funds* received the highest mean scores. Several of the items received identical mean scores and consequently hold tie rankings. Items mentioned in the lower boundary of the Commission's critical list were *balancing students' interests with society's needs for employable graduates, achieving flexibility in scheduling academic programs* and *evaluating program offerings.*

TABLE III.
Summary statistics for critical items as rated by Tennessee Higher Education Commission.

Items	*N*	Mean	Median	S D
Developing more effective means of evaluating faculty performance	13	5.85	5.86	0.69
Competition with other educational institutions for vocational-technical funds	13	5.85	6.25	1.28
Funding formulas which make provisions for performance, i.e., instructional and management effectiveness	13	5.77	6.00	1.24
Assessing instructional effectiveness	13	5.77	5.43	0.93
Improving instruction	13	5.77	5.63	0.83
Making provisions to deal with the energy situation	13	5.69	5.80	1.03
Providing special academic programs and counseling services for academically disadvantaged students	13	5.69	5.81	0.75
Declining or leveling enrollments in credit-bearing courses	13	5.69	6.13	1.49
Accountability in the expenditure of funds	13	5.69	6.13	1.70
Improving articulation between community colleges and four-year institutions	13	5.69	5.92	1.18
Balancing students' interests with society's needs for employable graduates	13	5.62	5.40	1.12
Achieving flexibility in scheduling academic programs	12	5.58	5.50	1.08
Evaluating program offerings	13	5.54	5.75	1.27

NOTE: *N* = number of respondents to an item. S D = standard deviation. Each item was rated on a seven-point Likert scale ranging from (1) "strongly disagree" to (7) "strongly agree."

Four of the thirteen items were listed by neither community college respondents nor by Board of Regents members. Those items rated by the Tennessee Higher Education Commission not appearing in previous tables are *competition with other educational institutions for vocational-technical funds, funding formulas which make provisions for performance, declining or leveling enrollment in credit-bearing courses,* and *achieving flexibility in scheduling academic programs.*

Four of the items referred to financial resources, one item dealt with faculty, six items were associated with curriculum and instruction, one item pertained to students and one item related to management of community colleges. No items rated 5.5 or above were related to mission or governance. Table X in Appendix F lists the frequencies and summary statistics for all items for the Tennessee Higher Education Commission.

Legislator Respondents

Table IV contains the eleven items receiving mean ratings of 5.5 or above for legislators. *Improving instruction* was the number one item on the legislators' list. The next two highest ranking items were *accountability in the expenditure of funds* and *making provisions to deal with the energy situation.* The items receiving the lowest rankings on the most critical list were *providing special academic and vocational programs to meet the needs of the labor force* and *achieving flexibility in scheduling academic programs. Responding to community needs* was the only item listed by legislators that did not appear on the other lists.

TABLE IV.
Summary statistics for critical items as rated by legislators.

Item	*N*	Mean	Median	S D
Improving instruction	36	6.00	6.11	0.96
Accountability in the expenditure of funds	37	5.97	6.44	1.32
Making provisions to deal with the energy situation	36	5.89	6.01	1.01
Being accountable for services rendered	36	5.78	5.94	1.10
Balancing students' interests with society's needs for employable graduates	37	5.78	5.93	1.13
Responding to community needs	35	5.74	5.77	0.92
Competition with other agencies for public funds	37	5.70	5.77	1.02

TABLE IV.—(Continued)

Item	N	Mean	Median	S D
Developing more effective means of evaluating faculty performance	35	5.89	5.88	1.23
Assessing instructional effectiveness	36	5.69	5.85	1 01
Providing special academic and vocational programs to meet the needs of the labor force	36	5.67	5.82	0.83
Achieving flexibility in scheduling academic programs	37	5.51	5.72	1.10

NOTE: *N* = number of respondents to an item. S D = standard deviation. Each item was rated on a seven-point Likert scale ranging from (1) "strongly disagree" to (7) "strongly agree."

The legislators rated two items relating to financial resources, one item associated with faculty, five items pertaining to curriculum and instruction, two items dealing with mission, and one item referring to management. Items related to students and governance were not listed as critical by legislators. For frequencies and summary statistics for all items rated by legislators, see Table XI in Appendix F.

Critical Issues as Perceived by Combined Groups

Perspectives on items as rated by all four groups can be obtained in two ways: by examining the issues perceived as critical by all four groups, and by determining issues by combining mean scores across groups. A review of Tables I through IV (pages 10, 12, 14, and 15, respectively), reveals that four items were rated as critical by all of the groups. Items appearing on all four lists were *improving instruction, developing more effective means of evaluating faculty performance, assessing instructional effectiveness,* and *making provisions to deal with the energy situation.*

The most critical issues for all four groups combined are displayed in Table V. The ranking of the issues is based on the mean of mean scores for each group. Thus, each group is treated equally in determining the combined mean score for each item. When group means were combined, twelve items received ratings of 5.5 or above. The top four items in the table were the only items listed as critical by all four groups. The item with the highest combined mean score was *improving instruction.* The second most critical item was *developing more effective means of evaluating faculty performance,* followed closely by *assessing instructional effectiveness. Making provisions to deal with the*

energy situation was the fourth item listed. Rounding out the combined critical issue list was *implementing the concept of lifelong learning*.

Six of the items with combined mean scores of 5.5 or above related to curriculum and instruction. Two of the items concerned mission, and two items dealt with financial resources. Other items related to faculty and management of community colleges. No items dealing with students or governance were listed as the most critical issues for the combined four groups.

TABLE V.
Ranking of items with combined means across groups of 5.5 or above.

Rank	Item	Combined Mean[a]
1	Improving instruction	6.08
2	Developing more effective means of evaluating faculty performance	5.95
3	Assessing instructional effectiveness	5.94
4	Making provisions to deal with the energy situation	5.89
5	Being accountable for services rendered	5.71
6	Improving articulation between community colleges and four-year institutions	5.69
7	Balancing students' interests with society's needs for employable graduates	5.64
8	Accountability in the expenditure of funds	5.61
9	Competition with other agencies for public funds	5.57
10(tie)	Evaluating program offerings	5.55
10(tie)	Providing special academic and vocational programs to meet the needs of the labor force	5.55
12	Implementing the concept of lifelong learning	5.51

[a]The combined mean was computed by taking the average of the four group means for each item.

Between-Group Comparisons

It might be expected that the items identified as critical would vary between groups and that there would be some differences between groups in mean rating of criticalness of some items. To compare mean ratings of items among the four groups, a one-way analysis of variance test was performed for each item. However, before doing this analysis, a Cochran C test (Winer, 1962) was conducted to test for homogeneity of variances among

groups for each item. The Cochran C test for homogeneity of variance revealed that there were significantly different ($p < .05$) variances between groups on only seven out of seventy-three items. In view of the relatively high frequency of homogeneous variances, analysis of variance tests were run on each of the items to check for differences in mean value between the four groups.

Table VI presents the summary of the analysis of variance for items with mean scores of 5.5 or over for one or more groups. The mean score for each group is given and the last two columns of Table VI display the analysis of variance results used to test the assumption that there are no mean score differences between groups. Table VI also summarizes the results of Newman-Keuls tests (Myers, 1975) which were performed only in the cases where significant overall *F* ratios were observed. For the Newman-Keuls test, groups with mean values underlined by either a common dotted line or a solid line do not significantly differ at the $p < .05$.

As can be seen in Table VI, twenty items met our criterion for a critical issue for two of the groups—community college personnel and the State Board of Regents. For respondents in the other two groups—the State Higher Education Commission and state legislators—thirteen and eleven items, respectively, received average ratings of 5.5 and above.

As also can be seen in Table VI, the differences between groups were significant (at the $p < .05$ level) for only six of the thirty items listed. All four groups differed significantly from one another on the item *complying with Title IX regulations.* Legislators' ratings for the item *reaching students not currently being served by the community college* differed significantly from the other three groups. Community college respondents' and board members' ratings for *implementing affirmative action programs* were significantly higher than the ratings given by the State Higher Education Commission members and legislators. Likewise, community college personnel's and Board of Regents members' ratings of *adjusting Student Personnel Services to reflect the needs of non-traditional students* were significantly higher than responses of members of the Higher Education Commission and the state legislature. The mean rating of community college personnel was significantly higher than that of the board members or of the legislators for the item *emphasizing staff development opportunities for community college administrators.* However, the mean response for community college personnel and board members to this item did not differ from one another. Nor were differences detected in the mean value of

TABLE VI.
Summary of between-group comparisons for items with mean scores of 5.5 or over for one or more groups.

Item	Combined Mean	Group Mean				Results of Analysis of Variance	
		Community College	Board	THEC	Legislators	Degrees of Freedom	*F* Ratio
Improving instruction	6.08	6.27	6.27	5.77	6.00	3,97	1.54
Developing more effective means of evaluating faculty performance	5.95	6.27	6.00	5.85	5.69	3,96	1.95
Assessing instructional effectiveness	5.94	6.16	6.13	5.77	5.69	3,97	2.03
Making provisions to deal with the energy situation	5.89	6.19	5.80	5.69	5.89	3,96	1.23
Being accountable for services rendered	5.71	5.76	5.93	5.38	5.78	3,97	0.60
Improving articulation between community colleges and four-year institutions	5.69	5.97	5.67	5.69	5.43	3,96	1.30
Balancing students' interests with society's needs for employable graduates	5.64	5.43	5.73	5.62	5.78	3,98	0.61
Accountability in the expenditure of funds	5.61	5.11	5.67	5.69	5.97	3,98	1.98
Competition with other agencies for public funds	5.57	5.59	5.73	5.23	5.70	3,98	0.56
Evaluating program offerings	5.55	5.59	5.60	5.54	5.47	3,97	0.08
Providing special academic and vocational programs to meet the needs of the labor force	5.55	5.54	5.53	5.46	5.67	3,97	0.12
Implementing the concept of lifelong learning	5.51	5.50	5.87	5.46	5.23	3,95	0.92
Providing special academic programs and counseling services for academically disadvantaged students	5.48	5.62	5.53	5.69	5.06	3,96	1.41

TABLE VI.—(Continued)

Summary of between-group comparisons for items with mean scores of 5.5 or over for one or more groups.

Item	Combined Mean	Group Mean				Results of Analysis of Variance	
		Community College	Board	THEC	Legislators	Degrees of Freedom	*F* Ratio
Responding to increasing enrollment of part-time students	5.47	5.73	5.60	5.23	5.31	3,96	1.07
Responding to a diverse student body	5.41	5.61	5.47	5.38	5.17	3,95	0.71
Complying with Title IX regulations	5.38	5.56	5.77	5.23	4.87	3,89	3.10*
Achieving flexibility in scheduling academic programs	5.37	5.11	5.27	5.58	5.51	3,97	0.77
Responding to community needs	5.37	5.35	5.07	5.31	5.74	3,96	1.17
Declining or leveling enrollments in credit-bearing courses	5.37	5.47	5.00	5.69	5.31	3,96	0.63
Competition with other educational institutions for vocational-technical funds	5.33	5.22	5.07	5.85	5.19	3,97	0.95
Tailoring programs to special groups (i.e., re-entry women, adult learners, etc.)	5.32	5.49	5.67	5.23	4.89	3,97	2.47
Reaching students not currently being served by the community college	5.32	6.00	5.40	5.00	4.89	3,97	5.04*
Emphasizing different instructional methodologies (i.e., personalized instruction)	5.30	5.24	5.67	5.38	4.89	3,96	1.80
Implementing affirmative action programs	5.30	5.76	5.79	5.15	4.51	3,95	7.18*
Funding formulas which make provisions for performance (i.e., instructional and management effectiveness)	5.25	5.41	4.60	5.77	5.24	3,98	1.36

Adjusting Student Personnel Services to reflect the needs of the non-traditional students	5.14	5.50	5.53	5.08	4.44	3,94	5.45*
Adjusting to student attrition rates	5.12	5.19	5.50	4.91	4.89	3,93	0.87
Emphasizing staff development opportunities for community college administrators	5.07	5.64	5.07	4.62	4.94	3,95	3.54*
Commitment of the faculty to the community college philosophy	5.05	5.67	4.60	5.08	4.86	3,96	2.03
Funding formulas which do not make provisions for funding total programs of community colleges, i.e., continuing education, community services, etc.	4.99	6.22	4.43	4.77	4.54	3,97	10.33*

*$p < .05$

NOTE: Values underlined by common line (either _____ or . . . .) do not differ significantly at the $\alpha = .05$ level as determined by a Newman-Keuls test.

responses of board members, Higher Education Commission members, and legislators. Community college personnel's ratings for *funding formulas which do not make provisions for funding total programs of community colleges* were significantly higher from the ratings of the other three groups. Summary of between-group comparisons for all other items can be found in Table XII in Appendix F.

Correlational Analysis of Group Ratings

The low frequency of significant differences between the four groups in the mean value of ratings of items suggests that there is some consensus between the groups on the relative priority of issues. Further evidence of consensus is provided by comparing the item-to-item correspondence of the mean ratings between groups. This was accomplished by computing a Pearson product-moment correlation coefficient between pairs of groups on the ratings of items. Thus, the "variables" correlated were the respondent groups and the measures on which they were correlated were mean ratings of items, with correlations computed across the full set of seventy-three rated items. The six resulting correlations are displayed in Table VII.

Table VII.
Inter-group correlations of mean score ratings of items.

Group	Community College Personnel	State Board of Regents	State Higher Education Commission	Legislators
Community College Personnel		.74*	.67*	.59*
State Board of Regents			.74*	.70*
State Higher Education Commission				.67*
Legislators				

*$p < .01$

Note: Each correlation was based on seventy-three observations.

All of the intercorrelations among the groups were relatively high (median $r = .685$) and statistically significant ($p < .01$). These results indicate that there was fairly substantial consensus among the groups on the relative rank ordering of all items. However, it should also be noted that legislators' ratings

were slightly divergent from the other three groups. In fact, a test of the difference between correlated coefficients (Guilford and Fruchter, 1973) indicates that the correlation between ratings of community college personnel and legislators is significantly lower ($z_{r_{12}r_{13}} = 2.43, p < .05$) than the correlation between the ratings of community college personnel and members of the State Board of Regents.

Open-Ended Responses

Respondents were asked to respond to four open-ended questions. The first set of open-ended responses appeared at the end of each category of the survey instrument. Respondents were asked to list and rate other items of importance that related to the seven categories covered.

In Section II of the survey instrument respondents were asked three open-ended questions. The first question asked for additional problems or concerns facing Tennessee community colleges. The second question asked the respondents to state what were the issues surrounding the items that they had rated "strongly agree." Finally, respondents were asked to suggest implications for those items rated "strongly agree."

Only 19 percent of the survey respondents exercised the option to write in "other" issues in the space provided after each category. No single issue was suggested by more than three respondents. A listing and rating of the items in each category is presented in Table XIII in Appendix F.

In Section II, only 17 percent of the survey respondents elected to list additional problems and concerns facing Tennessee community colleges. A summary of additional problems and concerns by groups is presented in Appendix G.

Forty percent of the respondents chose to allude to the issues and to make implications for items receiving a "strongly agree" rating. Since the majority of the comments referred to the critical issues as defined earlier, only statements relating to items with mean ratings of 5.5 or above will be discussed. For convenience the following statements relating to issues and implications have been paraphrased or summarized.

One of the items which elicited several responses was funding formulas which do not make provisions for funding total programs of community colleges. Some of the considerations surrounding the problem included improper funding for non-credit and remedial programs, the enrollment driven or head-count nature of the present formula, the averaging effect of the formula, and the need for more available money. Some of the implications for funding formulas suggested that revisions of the

current formula need to be made to reflect the variety of programs offered by community colleges. The need for a broader tax base was also viewed as a solution to the funding problem.

Making provisions to deal with the energy situation was also listed as an important problem since it affects the funding of community colleges. Better planning and more effective use of resources were two implications of dealing with the energy situation.

Accountability was another area frequently mentioned by respondents. Accountability was seen as a concern for all of higher education since both legislators and taxpayers want to account for money invested in higher education. Cost-effective ways of teaching students were proposed and improved planning and better use of resources were advocated. Several respondents implied that if educators could not devise means for accountability that legislators might do it for them. This would mean that accountability would be legislated and that institutions would lose considerable flexibility in the allocation of resources. One respondent even hinted at a line-item appropriation for higher educational institutions.

Related to accountability is the concern for evaluation. Evaluation of faculty and programs generated several responses. The main issue surrounding evaluation appeared to be how to effectively evaluate faculty and programs. Concerns were expressed as to how to evaluate effectively classroom instruction and how to make the contact hours more effective. One proposed solution to the evaluation question was to implement system-wide evaluation programs.

Improving instruction also received several "strongly agree" responses. The most frequently suggested implication for this item was more effective staff development programs.

Participants who rated responding to the needs of the community as a critical item expressed concern over the college's ability to continue this function. Respondents thought that minimal appropriations would hinder the college's attempts at being flexible and responsive to community needs.

Participants also mentioned responding to diverse student populations as an important concern facing community colleges. Respondents suggested that serving diverse student bodies meant that community colleges should be flexible and responsive and that Student Personnel Services should be broadened to accommodate these students. Another issue related to students was the need for graduates to be qualified and available for jobs. The implications suggested for this item dealt with preparing students for jobs and conducting follow-up studies of graduates.

For students transferring to four-year institutions, respondents proposed that a better set of regulations be adopted for transferring credit.

In summary, relatively few respondents elected to answer the open-ended questions. Those respondents listing additional items usually mentioned only two or three items. Most of the items generated did not produce new thoughts and were related to the items already listed on the survey questionnaire.

Limitations of the Study

There are several limitations to the present study, some of which are characteristic of survey research and some of which are endemic to analysis of critical issues. First, it should be re-emphasized that the sample of respondents in each of the four groups of policy-making bodies may or may not be representative of their respective larger populations. While a full census of each group was taken, only about one-half of the persons sampled provided responses. However, in defense of these samples it could be argued that the people responding to this survey are the ones who are most likely to be involved in decision making concerning community colleges. For example, several of the legislators who participated were on the House and Senate Education Committees. It should also be remembered that faculty, students, local advisory boards, and community leaders are not designated as formal policy-making bodies, but that these individuals form other potentially important groups who were not surveyed.

A second potential limitation concerns the generalization of the findings over time. The survey was taken during a three-month period in 1978. The question remains open as to whether the data will represent the critical issues in subsequent years. But this is an inherent time problem in single-occasion surveys of any kind. In a sense, the possible time-limited relevance of the findings suggests that their implications should be realized in the immediate future. Periodic updating of this survey could document changes in the critical issues and monitor the effects of new legislation, appropriations, etc.

Another limitation produced by the research technique employed in the present study is the question of whether the magnitude and pattern of critical issues within and between groups would emerge if they were determined in a totally different manner or under different conditions. For example, one question might be whether or not an actual political or administrative process such as a budget appropriation hearing would

alter the ordering of twelve critical issues discovered in this study.

It should be noted that Tennessee's community college system is at a relatively early stage of development and may be different from other state systems in that Tennessee enrollments and funding are still increasing. Also, the composition and relationship of the key policy-making bodies to the community college system may vary somewhat from state to state.

Indeed, these questions are open and may be in some senses unanswerable, due to the difficulties in comparing a survey research process with, say, an actual political process. In any case, the present findings could be utilized as part of the normal background information used in making fiscal and procedural decisions about the state community college system.

IV. SUMMARY AND IMPLICATIONS

Summary

The purpose of this study was to identify the most critical issues facing Tennessee public community colleges and to develop implications for policy development. Four objectives were specified: (1) to identify critical issues facing public community colleges in Tennessee, (2) to determine the degree of importance of each issue as perceived by the various policy-making bodies of public community colleges, (3) to make comparisons of the ratings of priorities among the various groups who have input in policy formation, and (4) to develop implications for Tennessee's public community college system based on the identification of issues.

The population surveyed consisted of policy-making bodies who participate in decisions which affect the operation of community colleges in Tennessee. The total population (N = 237) of the following groups was surveyed: The Tennessee General Assembly; the Tennessee Higher Education Commission and its professional staff; the State Board of Regents and its professional staff; the community college presidents on the Presidents' Council and the community college representatives on the Presidents' Sub-Councils.

From the survey of four key policy-making groups in a state community college system, a set of twelve critical issues emerged. There was a fairly high degree of consensus among the groups on the ratings of importance of the issues. Where statistically significant differences were observed between groups, the differences in most cases were not deemed to be of substantive significance in terms of implications for policy.

Implications

Any interpretation of the findings of this study is strengthened by the fact that the data were collected from a relatively large number of respondents representing the four key policy-making groups for community colleges and because the data were collected in a relatively objective, non-partisan manner. The findings are important in that they have implications for future planning and policy setting on both state and national levels.

Policy-making bodies, as well as educators and students,

should take note of the issues viewed as critical and be guided by some of the associated implications. In order to more fully develop implications for those items perceived as most critical, the authors interviewed key leaders in Tennessee's educational system. The responses of these leaders and reviews of related studies are incorporated in the following discussion of the twelve critical issues.

Critical Issues

Improving Instruction. Improving instruction in higher education is a national concern (Freeman, 1977), although most writers (such as Cross, 1975) concur that there is no single best way of teaching.

Improving instruction in community colleges is confounded by the very nature of these two-year institutions. Diverse course offerings as well as heterogeneous student bodies complicate attempts to improve instruction. A variety of developments such as computer assisted instruction and individualized instruction have been implemented with the hope of improving instruction (Cross, 1975; Bradley, 1975; Lindquist, 1975), and methods have been devised to measure the effectiveness of these teaching methods (Johnson and Clawson, 1978; Lehmann, 1975).

According to Roy Nicks (1978), Chancellor of the Tennessee State Board of Regents, improving instruction is an appropriate item to be ranked as the number one issue facing Tennessee community colleges since instruction is the primary goal of community colleges. Attempts to improve instruction are generally brought about through staff development and in-service training programs and through the efforts of professional associations. The community colleges need to continue these practices and to focus on development and training programs of specific value to their institution. Academic administrators need to assess the strengths and weaknesses of the faculty and plan for faculty development programs accordingly. These administrators should also support faculty as they experiment with different teaching methods and should assist in measuring the effectiveness of such endeavors. Faculty should be encouraged to join professional organizations which promote their professional development and should be urged to share effective teaching methods with other colleagues.

Community colleges and universities could work cooperatively in improving instruction. Universities could offer courses and practicum experiences which enable students to concentrate in community college teaching. Universities could also work with the two-year institutions in devising new teaching methods and in

assessing their worth.

Developing more effective means of evaluating faculty performance. Faculty evaluation has become a topic of concern as more demands have been made for the accountability of faculty performance (Sumner, 1975). A well-designed performance evaluation can be and should be used in improving instruction (Siegel, 1978; Cohen, et al., 1975). Performance evaluation is being demanded in all work situations and an abundance of literature exists related to this topic (for example, McCormick and Tiffin, 1974; Dunnette, 1966).

Community colleges need to adopt suitable evaluation procedures and use the results in assisting faculty to improve their performance. Faculty assessment can assist community colleges in strengthening their academic programs as the institutions come under closer scrutiny.

Assessing instructional effectiveness. The most obvious means of assessing instructional effectiveness is by using achievement tests. However, Tennessee community college leaders concurred that testing alone cannot adequately measure instructional effectiveness. Another effective measure of instructional effectiveness can be achieved by follow-up studies of graduates and students who drop out of school. Assessing instructional effectiveness can also be achieved by monitoring teaching methods. Recent events indicate that teaching methods are undergoing more frequent evaluation (Johnson and Clawson, 1978; Lehmann, 1975). A combination of achievement tests, follow-up studies, and evaluation of teaching methods will improve the assessment of instructional effectiveness. Use of performance evaluations and measurement of progress by stated goals and objectives could also be beneficial. Other ways of assessing instructional effectiveness need to be identified.

Making provisions to deal with the energy situation. This issue represents a societal as well as educational concern, but it is a critical issue to community colleges because of its financial ramifications. Even though Tennessee's higher education institutions have cut energy consumption by approximately 20 percent, Nicks (1978) indicated that the amount paid for utilities by colleges has increased in a similar manner. To cope with the situation many two-year institutions are adopting new delivery systems and renovating existing structures (Myran, 1977; Schafer & Birch, 1977; Johnson, 1977; Toler, 1977). According to Nicks (1978), one million dollars is currently being spent on six of Tennessee's community colleges to convert their natural gas heating systems to coal burning units. Along these same lines, Martorana and Smutz (1978) found that the energy crisis and the

general economy of the nation were having an impact on legislation affecting community colleges. They reported several instances of state legislation enacted during 1977 in response to the general economic circumstances and specific pressures for energy conservation.

The energy crisis is real, and community colleges can assist society by setting examples for conserving energy by making present structures more energy efficient. Community colleges can also provide community education courses in their service area and participate with four-year universities on research related to energy conservation.

Being accountable for services rendered. Demands are being made for higher educational institutions to prove the value of their products and to be accountable for their activities (King and Breuder, 1976; Wellman, 1974). Matorana and Nespoli (1977) reported that state legislators are increasingly concerned with improved effectiveness and efficiency in community colleges. One Tennessee legislator admitted that states were beginning to look more closely at higher education because certain events such as falsification of enrollment statistics have caused legislators to question some practices within higher educational institutions (Lashlee, 1978). Sam Ingram (1978), the Tennessee Commissioner of Education, noted that accountability is being demanded at every level of education and that the recent attention to low achievement scores earned by Tennessee elementary and secondary students has also affected higher education.

Community colleges must provide alternative ways of demonstrating accountability and must take the initiative in devising accountability measures. National community college leaders (such as Gleazer, 1976) feel that state legislatures will formulate policies to make community colleges more accountable if the colleges do not initiate such measures.

According to Nicks (1978) Tennessee's community colleges are engaged in a five-year planning process which will make the institutions more accountable. Each community college is in the process of developing specific goals and objectives which can be used as standards to measure accomplishments, thereby increasing the chances of accountability among the institutions. As Wayne Brown (1978), Executive Director of the Tennessee Higher Education Commission, has noted, it should be remembered that community colleges have a shorter time period to demonstrate accountability than do universities. This is because many of the programs at community colleges are of a one-year or two-year duration.

Improving articulation between community colleges and four-

year institutions. In a nationwide study of student needs least adequately accommodated, transfer of credit ranked high on the list (Kintzer, 1976). Even though over one million students transfer from one institution to another each year, Alstyne (1974) claimed that it takes transfer students longer to graduate because of poor articulation between educational institutions. Many states have initiated transfer agreements to alleviate the problem, but Knoell (1978) has emphasized that new articulation arrangements would be necessary for the continued growth of community colleges.

Although some of the leaders in community colleges interviewed were not cognizant of specific articulation problems between two- and four-year colleges and universities, they did express concern about the overall situation. State legislators such as Rucker (1978) felt that a great deal of this problem could be solved by adequate advisement at the community college and university level and by transfer policy statements.

In *Higher Education for Tennessee's Future* (1973), the Tennessee Higher Education Commission advocated institutional flexibility so that students could move among colleges and universities without loss of credit. Although cooperative efforts have been initiated in Tennessee to alleviate transfer problems, Ingram (1978) emphasized that state institutions must continue to work toward integration of transfer programs and credits. Both community colleges and universities must make conscientious efforts to ease the burdens of transferring for students.

Balancing students' interests with society's needs for employable graduates. The need to balance students' interests with society's needs for employable graduates may have received considerable attention because of the claims that colleges are producing more graduates than are necessary for the job market. According to Harris (1974), by 1980 one job in two will require a college degree; however, the demand for training people for technical and semi-professional jobs will increase.

In the past, Tennessee's community colleges have not emphasized technical and semi-professional programs. However, Nicks (1978) claimed that Tennessee community colleges are now focusing attention on career-oriented programs in an effort to balance the students' interests with society's needs.

Elected officials are concerned that institutions are producing graduates who cannot get jobs. To help alleviate this problem legislators recommended that methods be devised which more accurately forecast the job market and that the community colleges assess the employment needs of the areas served and generate programs accordingly (Starnes, 1978, Harvill, 1978).

It is clear that community college personnel should engage in employment needs assessments for the areas served and make job projections based on this information. The colleges should also provide career counseling services to their students. For example, vocational interest inventories should be made available to the students, and the students should be counseled on possible job opportunities which match their interests and aspirations. A concentrated effort should also be made to include career development as an integrated part of the curriculum.

Accountability in the expenditure of funds. Accountability in the expenditure of funds has become an item of increasing concern as higher education has become more costly. Public concern for reducing costs and increasing productivity, while requiring institutions to demonstrate that they are achieving their goals and objectives, has been expressed both nationally and locally (Wellman, 1974; *Biennial Report*, n.d.).

According to state leaders, higher education is the largest expenditure in the state budget with 48 cents out of every tax dollar going to education. The 1978-79 budget for higher education in Tennessee included a 14 percent increase in expenditures for community colleges (Gallant, 1978).

The general consensus of the state legislators interviewed for the present study was that Tennessee's colleges are not turning out the product that they should for the amount of money received. Along those lines, Wellman (1974) maintained that as institutions compete for students and funds, they would be forced to demonstrate the value of their product.

Boyer (1973) proposed more rational reporting systems to account for the use of funds. The Tennessee Higher Education Commission acknowledged that higher education must become more efficient as costs increase. In an attempt to become more accountable, the Commission proposed that operating costs be subjected to continuing analysis and that procedures be modified toward the most economic operation consistent with the highest quality (*Higher Education*, 1973).

The costs of higher education are rising, the quality of its programs is being questioned, and the number of students enrolling in institutions of higher education is declining. In order to continue to receive an adequate share of appropriations, higher education must devise more effective methods for accountability in the expenditure of funds. This means making more efficient use of monies received as well as demonstrating the worth of services rendered and products produced.

Competition with other agencies for public funds. The funds appropriated for higher education are limited by the tax base and

by funds needed for other state services (*Biennial Report*, n.d.). Competition with other agencies for public funds is perceived as critical because all state agencies compete with one another for their share of state revenue. Cohen et al. (1975) noted that many of these competing agencies even provide similar services and draw their clients from the same pool. Higher educational institutions in Tennessee not only compete with other state agencies, but they must also compete for funding within their own systems. The Board of Regents system competes with The University of Tennessee system, and colleges within each system compete for funds. Reid (1977) attributed this competition to the nature of the funding formula used for state appropriations.

One way to alleviate competition among state agencies is to broaden the tax base, which might involve initiating a state income tax. In order to decrease competition among institutions, the method for allocating funds must be based on some criteria other than head-count enrollments. Funding formulas should reflect the purpose and the mission of the various institutions, and programs should be funded accordingly. Provisions should be made to allow institutions to focus on quality programs instead of quantity of students served.

Evaluating program offerings. In order to justify continued support, public service organizations are being asked to prove their legitimacy and effectiveness (Suchman, 1967). Community colleges are no exception. Evaluating the relative worth of community college programs is perceived as a major issue facing community colleges nationally (Gleazer, 1976b). Community college leaders such as Alfred (1978) maintain that it is unreasonable to expect increasing support for two-year institutions that cannot and will not report the results of their programs to funding resources.

In an effort to measure the impact of their programs, institutions have initiated program evaluations. Program evaluation determines if a program is achieving its objective and considers both positive and negative impacts. If a program is not performing, evaluations may help indicate reasons for ineffectiveness and suggest action which may be taken to remedy the situation (Hatry, Winnie, Fisk, 1973). The importance of program evaluation to community colleges has been acknowledged and different evaluative processes for evaluating community college programs have been proposed (Sanchez, 1977; Decosmo, 1978; Matson, 1978; King and Morgan, 1978).

Program evaluation should be a number one priority for community colleges. Community college leaders agree that if community colleges do not take initial steps to evaluate programs

and prove accountability, they may be forced to do so by external groups, thus losing control of their operation (Sagen, 1976). The use of program evaluation can assist community colleges in demonstrating accountability and in measuring instructional effectiveness. Program evaluation can also assist the institutions in planning of programs, thus making colleges more responsive to the needs of their communities.

Providing special academic and vocational programs to meet the needs of the labor force. The relevance of a college degree is coming under closer scrutiny as reports of unemployed college graduates emerge. Increased competition for jobs and rising unemployment rates have underscored the need to make learning more responsive to work (Harper, 1977). In an effort to become more responsive, community colleges have placed more emphasis on programmatic, occupationally-oriented curricula and have integrated work and school experiences (Hammons, 1977; Millet, 1977). The demand for providing training for technical and semi-professional jobs is expected to increase (Harris, 1974), and community colleges are urged to establish closer working relationships with industry in order to assess its needs.

According to Nicks (1978), for a community college to be truly comprehensive, it must have a vocational orientation in addition to an academic one. Nicks added that community colleges need to develop more career programs to meet the needs of the region and provide graduates with jobs. Lieutenant Governor Wilder (1978) concurred that community colleges must consider the needs of society in training and educating students. However, Brown (1978) cautioned community colleges against continuing programs for which there is no longer a demand. Brown advocated that programs be eliminated once they have saturated the job market and that community colleges replace them with other needed programs.

In order to be truly community-based institutions, community colleges need to assess the needs of the labor force and establish programs based on these assessments. Community colleges need to develop good working relationships with businesses and industries in their area and assist these organizations by providing programs for their employees and by producing needed skilled graduates.

Implementing the concept of lifelong learning. Providing lifetime access to education has been identified by some as the most desirable trend of the 1970s (Brake, 1974). Because of the knowledge explosion and the need to update job skills, interest in lifelong learning has increased. Although community colleges have been in the forefront in providing lifetime access to educa-

tion, Bushnell (1974) warned that strengthening lifetime learning would require even greater institutional commitments.

Community colleges should promote the idea that learning does not stop at a certain age, but that it is a continuous process. They should continue to offer programs that help people improve their present position, provide new career alternatives, and help society adjust to increased leisure. Furthermore, community college faculty need to be exposed to the concept of lifelong learning and should be encouraged to devise teaching techniques appropriate for all age groups. The faculty could also collaborate with the universities in conducting research on the adult learner.

Although the four respondent groups were in general agreement on the most critical issues, one or two groups felt that some items were critical while others did not perceive the items as critical. The following section reviews those variables having statistically significant differences.

Critical Issues with Significant Differences

Eighteen items were listed as critical by one or more groups, but the combined mean scores for these items did not average 5.5 or above. Of the eighteen items, six significant differences in mean response ratings were detected. It is important that policy-making bodies be aware of the differences on these issues.

Two of the items with significant differences alluded to *implementing affirmative action programs* and *complying with Title IX regulations*. Federal laws and executive orders mandate non-discrimination but references in the literature indicate that affirmative action programs in many colleges are not effective in achieving their goals (Loeb, Ferber and Lowry, 1978; Alstyne, Withers and Elliot, 1977; Silvestri and Kane, 1975). Board of Regent members and community college personnel rated these items as critical; however, Tennessee Higher Education Commission members and legislators did not perceive these items as critical.

Significant differences were also found for the items concerning *reaching students not currently being served by community colleges* and *the need to adjust student personnel services to meet the needs of non-traditional students*. Only community college personnel felt that *reaching students not currently being served by community colleges* was a critical issue. Both community college personnel and Board of Regents respondents rated *adjusting Student Personnel Services to meet the needs of the non-traditional students* as critical. Declining or stabilizing enrollments coupled with funding formulas based on head-count

enrollments have forced community colleges to search for new students (Jacobson, 1977). In order to cope with decreasing numbers of students and concomitant reductions in financial resources, community colleges have been encouraged to seek new sources of students.

Students not currently being reached have been identified as persons lacking financial resources, high school dropouts, persons excluded because of locale, low aptitude students, and individuals who have not previously taken advantage of post-secondary educational opportunities (Knoell, 1978; Cohen et al., 1975; Gleazer, 1973). The survival of many institutions is contingent upon how well the institutions meet the needs of these non-traditional students (McIntyre, 1976). Concern has been generated over the college's ability to deal with a diverse student population (Stevens, 1977; Glass and Harshberger, 1974; Bushnell, 1973), and authors have suggested that student services cease to be an isolated segment of the institution rendering ancillary services and become more responsive to students' needs (Neher and Potter, 1974).

Other items reflecting significant differences related to the need to *emphasize staff development opportunities for community college administrators* and to problems with *funding formulas which do not make provisions for funding total programs of community colleges*. The size of administrative units in higher education has increased; yet, according to Petty (1974), few graduates of university programs enter community college administration with practical management skills. Authors such as Guff (1976) have proposed staff development programs for college administrators to assist them in their management duties.

In a nationwide survey, Drake (1977) reported funding formulas as the most critical issue for state governing boards. Much attention has been focused on funding formulas because most do not take into account services of community colleges such as non-traditional learning, continuing education, and innovative efforts (Meeth, 1975; Moss and Gaither, 1976). According to Martorana and Nespoli (1977) state legislators are reluctant to fund community colleges at the level necessary to accomplish the purpose for which they were created.

In analyzing the differences in responses, it is important to note that the policy-making bodies having the most direct contact with community college operations viewed the above six items as more critical than did policy-making bodies further removed from the day-to-day operation of the colleges. However, the latter needs to become familiar with the issues associ-

ated with these items since there is a strong likelihood that these items will not become any less important in the future.

Conclusions and Future Directions

One of the most important findings of this study was the general consensus among the four policy-making groups concerning the critical issues facing community colleges. This degree of consensus offers encouragement for coordinating efforts to develop new programs and to determine priorities for expenditures of resources for community college systems.

The findings provide the kind of information which could be used in setting policies and priorities for developing Tennessee's community colleges. The results of this study could be used in determining priority budget items and could serve as a stimulus for action programs. The findings from this study might generate projects which could elicit federal funding. Differences in opinions regarding critical issues need to be explored in order to promote better understanding among the various groups. This study could also serve as a precedent for studies in other states or for four-year institutions, allowing for comparisons of critical issues facing community colleges in different states and for comparisons among institutions of higher education in general.

Issues rated as critical to Tennessee community colleges may also apply to other segments of Tennessee's educational system. Banta (1974) listed several similar issues for public schools in Tennessee, and several of the respondents interviewed for this study indicated that many of the issues were applicable to higher education in general. The issues that emerged from this study appear to overlap at least partially with broader concerns. For example, when comparing the current study to the studies conducted by Drake (1977) and studies of legislation affecting community colleges (Martorana and Nespoli, 1977; Martorana and Smutz, 1978), items related to finance, accountability and evaluation, and energy emerged as issues of concern to all.

Policy-making bodies for Tennessee community colleges need the kind of information which could be provided by periodic updating of the present study. Opinions of more faculty members and students could also be measured in assessing issues facing community colleges.

Issues rated as critical should be more carefully researched and more in-depth implications should be developed. For example, suggestions for improving instruction need to be generated, more effective means of evaluating faculty need to be developed, and ways to assess instructional effectiveness need to be explored.

This study presents several challenges to other researchers and policy analysts to offer solutions to the issues facing Tennessee community colleges. Hopefully those challenges will be met as the community college system evolves and expands in its mission.

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APPENDICES

APPENDIX A: Community College Leaders

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APPENDIX C: Survey Instrument

COMMUNITY COLLEGE SURVEY

INSTRUCTIONS: The following items represent concerns or problems facing post-secondary education in general. However, some items are of greater importance than others *in terms of their implications for the successful operation and growth of Tennessee community colleges.* Your task is to examine each item and determine the extent to which you would agree (or disagree) that it is a problem or concern *to persons or groups who are involved in creating or influencing policies affecting Tennessee community colleges.*

As an example, if you "strongly agree" that item number one below is a problem or concern, you are therefore suggesting that *it should be successfully dealt with by policy makers in order for Tennessee community colleges to grow and develop in the future.* Put another way, such a concern or problem would represent an *issue* that needs to be resolved, *such as how to equitably allocate funds to publicly-supported institutions.* Using a scale 1 (strongly disagree) to 7 (strongly agree), rate each item. Thus, if you strongly disagree with a statement, circle the number 1; or if you strongly agree with it, circle the number 7. If you are undecided or both agree and disagree with a statement, circle the number 4. If you have no opinion whatsoever, do not circle any number; leave it blank.

The items are arranged under seven categories: financial resources; faculty, curriculum and instruction; students; mission; governance; and management of community colleges.

(Please circle one number for each statement.)	Strongly Disagree	Disagree	Tend to Disagree	Neutral/Mixed	Tend to Agree	Agree	Strongly Agree
A. Items Related to Financial Resources							
1. Competition with other agencies for public funds.	1	2	3	4	5	6	7
2. The federal government's involvement in funding students directly.	1	2	3	4	5	6	7
3. Availability of private donations for institutional support.	1	2	3	4	5	6	7
4. Increasing tuition and fees for students.	1	2	3	4	5	6	7
5. Funding formulas which make provisions for performance (i.e., instructional and management effectiveness).	1	2	3	4	5	6	7
6. Competition with other educational institutions for vocational-technical funds.	1	2	3	4	5	6	7
7. Declining or leveling enrollments in credit-bearing courses.	1	2	3	4	5	6	7

(Please circle one number for each statement.)	Strongly Disagree	Disagree	Tend to Disagree	Neutral/Mixed	Tend to Agree	Agree	Strongly Agree
8. Increasing enrollments in non-credit-bearing courses or activities.	1	2	3	4	5	6	7
9. Accountability in the expenditure of funds.	1	2	3	4	5	6	7
10. Funding formulas which do not make provisions for funding total programs of community colleges (i.e., continuing education, community services, etc.).	1	2	3	4	5	6	7
(List and rate any other issues related to financial resources.)							
11.	1	2	3	4	5	6	7
12.	1	2	3	4	5	6	7
B. Items Related to Faculty							
13. Trends toward collective bargaining.	1	2	3	4	5	6	7
14. Differences between salaries and benefits for male and female faculty.	1	2	3	4	5	6	7
15. Differences between salaries of general education faculty as opposed to vocational-technical faculty.	1	2	3	4	5	6	7
16. Differences between salaries of community college faculty and faculty of four-year institutions.	1	2	3	4	5	6	7
17. Differences of policies and benefits between part-time and full-time faculty.	1	2	3	4	5	6	7
18. Continued emphasis on staff development programs.	1	2	3	4	5	6	7
19. Developing more effective means of evaluating faculty performance.	1	2	3	4	5	6	7
20. The need for universities to prepare students for teaching positions in community colleges.	1	2	3	4	5	6	7
21. Commitment of the faculty to the community college philosophy.	1	2	3	4	5	6	7
(List and rate any other issues related to faculty.)							
22.	1	2	3	4	5	6	7
23.	1	2	3	4	5	6	7
C. Items Related to Curriculum and Instruction							
24. Balancing students' interests with society's needs for employable graduates.	1	2	3	4	5	6	7

(Please circle one number for each statement.)	Strongly Disagree	Disagree	Tend to Disagree	Neutral/Mixed	Tend to Agree	Agree	Strongly Agree
25. Achieving flexibility in scheduling academic programs.	1	2	3	4	5	6	7
26. Emphasizing non-traditional programs (i.e., external degrees, off-campus study, credit by examination).	1	2	3	4	5	6	7
27. Providing special academic and vocational programs to meet the needs of the labor force.	1	2	3	4	5	6	7
28. Utilizing innovative teaching methods.	1	2	3	4	5	6	7
29. Providing interdisciplinary academic programs.	1	2	3	4	5	6	7
30. Assessing instructional effectiveness.	1	2	3	4	5	6	7
31. Improving instruction.	1	2	3	4	5	6	7
32. Emphasizing different instructional methodologies (i.e., personalized instruction).	1	2	3	4	5	6	7
33. Improving articulation between community colleges and four-year institutions.	1	2	3	4	5	6	7
34. Offering upper-level division courses for lower-division credit.	1	2	3	4	5	6	7
35. Initiating multi-campus operations.	1	2	3	4	5	6	7
36. Evaluating program offerings.	1	2	3	4	5	6	7
(List and rate any other issues related to curriculum and instruction.)							
37.	1	2	3	4	5	6	7
38.	1	2	3	4	5	6	7
D. Items Related to Students							
39. Responding to a diverse student body.	1	2	3	4	5	6	7
40. Competition with other post-secondary institutions for students.	1	2	3	4	5	6	7
41. Demands by students for their rights as consumers.	1	2	3	4	5	6	7
42. Tailoring programs to special groups (i.e., re-entry women, adult learners, etc.).	1	2	3	4	5	6	7
43. Integrating school and work experiences.	1	2	3	4	5	6	7
44. Adjusting Student Personnel Services to reflect the needs of the non-traditional students.	1	2	3	4	5	6	7

(Please circle one number for each statement.)	Strongly Disagree	Disagree	Tend to Disagree	Neutral/Mixed	Tend to Agree	Agree	Strongly Agree
45. Providing special academic programs and counseling services for academically disadvantaged students.	1	2	3	4	5	6	7
46. Providing financial aid to cover increasing costs to students.	1	2	3	4	5	6	7
47. Reaching students not currently being served by the community college.	1	2	3	4	5	6	7
48. Responding to increasing enrollment of part-time students.	1	2	3	4	5	6	7
49. Adjusting to student attrition rates.	1	2	3	4	5	6	7
(List and rate any other issues related to students.)							
50.	1	2	3	4	5	6	7
51.	1	2	3	4	5	6	7
E. Items Related to Mission							
52. Emphasis on return to basic academic subjects (vs. specialized or non-credit activities).	1	2	3	4	5	6	7
53. Emphasis on community services to help solve social problems.	1	2	3	4	5	6	7
54. Implementing an open-door policy.	1	2	3	4	5	6	7
55. Responding to community needs.	1	2	3	4	5	6	7
56. Maintaining territorial boundaries between community colleges and other educational institutions.	1	2	3	4	5	6	7
57. Being accountable for services rendered.	1	2	3	4	5	6	7
58. Implementing the concept of lifelong learning.	1	2	3	4	5	6	7
59. Clarifying the mission of community colleges.	1	2	3	4	5	6	7
60. Program duplications among post-secondary institutions.	1	2	3	4	5	6	7
61. Operationalizing a comprehensive program.	1	2	3	4	5	6	7
(List and rate any other issues related to mission.)							
62.	1	2	3	4	5	6	7
63.	1	2	3	4	5	6	7

(Please circle one number for each statement.)	Strongly Disagree	Disagree	Tend to Disagree	Neutral/Mixed	Tend to Agree	Agree	Strongly Agree
F. Items Related to Governance							
64. Merging state post-secondary institutions into one governing board.	1	2	3	4	5	6	7
65. Planning and coordination at the state level.	1	2	3	4	5	6	7
66. Planning and coordination at the regional level.	1	2	3	4	5	6	7
67. Planning and coordination at the national level.	1	2	3	4	5	6	7
68. Developing cooperative program arrangements among post-secondary institutions (i.e., consortia).	1	2	3	4	5	6	7
69. Developing cooperative program arrangements between community colleges and community organizations.	1	2	3	4	5	6	7
70. Developing cooperative program arrangements between community colleges and secondary schools.	1	2	3	4	5	6	7
71. Participation by faculty in policy- and decision-making processes.	1	2	3	4	5	6	7
72. Participation by students in policy- and decision-making processes.	1	2	3	4	5	6	7
73. Enactment of legislation directly affecting community college curriculum.	1	2	3	4	5	6	7
74. Selecting board members on the basis of their commitment to the community college.	1	2	3	4	5	6	7
(List and rate other issues related to governance.)							
75.	1	2	3	4	5	6	7
76.	1	2	3	4	5	6	7
G. Items Related to Management of Community Colleges							
77. Improving planning by state governing boards.	1	2	3	4	5	6	7
78. Improving planning by administrators of community colleges.	1	2	3	4	5	6	7
79. Emphasizing staff development opportunities for community college administrators.	1	2	3	4	5	6	7
80. Emphasizing research relating to community colleges.	1	2	3	4	5	6	7

(Please circle one number for each statement.)	Strongly Disagree	Disagree	Tend to Disagree	Neutral/Mixed	Tend to Agree	Agree	Strongly Agree
81. The trend toward participatory decision making (involving students, faculty, and external groups).	1	2	3	4	5	6	7
82. Implementing affirmative action programs.	1	2	3	4	5	6	7
83. Complying with Title IX regulations.	1	2	3	4	5	6	7
84. Planning for a steady growth rate.	1	2	3	4	5	6	7
85. Making provisions to deal with the energy situation.	1	2	3	4	5	6	7
(List and rate any other issues related to the management of community colleges.)							
86.	1	2	3	4	5	6	7
87.	1	2	3	4	5	6	7

SECTION II

1. Please list any other problems or concerns that you feel are currently facing Tennessee community colleges that have not been listed.

2. For the items that you rated 7, or "strongly agree," what are the issues related to these problems? (For example, one issue might be how to equitably distribute funds among state institutions.)

3. What implications do the above have for policy decisions at the state and local levels? (For example, the need to change formula funding systems.)

APPENDIX D: Cover Letter

My research addresses the critical issues facing Tennessee community colleges (see enclosed abstract). Because you have input into the formulation of policies affecting community colleges, your participation would enable me to more effectively assess those issues.

If possible, please respond to the enclosed questionnaire by March 8th. After you have completed the questionnaire, responses to the survey will be obtained by a telephone interview. The telephone interviews are scheduled for March 9th through March 31st. You will be phoned in the evening (during the hours from 7:30 p.m. till 9:30 p.m.) or on weekends. Please try to have the survey completed before receiving the phone call.

Whether or not you agree to participate in the study, please sign and return the enclosed form. This form is required by The University of Tennessee.

I am looking forward to working with you on this project and in sharing the research findings.

Sincerely,

Donna Young

Informed Consent Form

Attached is a survey instrument which pertains to the critical issues facing Tennessee community colleges. The first section of the instrument lists the issues. You are asked to rate the degree of importance of each issue. In the second section of the instrument you are asked open-ended questions such as which issues will become more important in the future and the implications of the issues. After completing the survey you will receive a telephone call. During the telephone interview, your answers will be recorded. This will allow for clarification or elaboration of the items. If you do not wish to participate in the telephone interview, return the instrument whether or not it is completed. The time allowed for responding to the survey instrument and coding the answers by telephone should not take more than thirty minutes. You are free to withdraw your consent and to discontinue participation in the project or activity at any time.

Some of the benefits of this study include:

1. A source of information which can be used to acquaint policy-making bodies with the issues facing Tennessee community colleges.

2. A list of critical issues which can be helpful in analyzing trends and establishing priorities to guide decision makers in the administration of community college affairs.

3. An awareness of the degree of consensus of opinions among policy-making groups, therefore increasing our understanding of the reasons for possible conflicting priorities established by these groups.

4. Policy recommendations drawn from the results of the study.

I have read the above explanations and agree to the following: (Please check one.)

____ I am completing the questionnaire and anticipate the telephone portion of the survey.

____ I am returning the completed questionnaire and do not wish to participate in the telephone interview.

____ I am returning all materials to you and do not wish to participate in the survey.

Please return this consent form to:

Donna Young
ACEE
410 Alumni Hall
The University of Tennessee
Knoxville, TN 37916

_____
Respondent

_____
Date

APPENDIX E: Leaders Interviewed

Lieutenant Governor
John S. Wilder
Legislative Plaza 1
Nashville, TN 37219

Senator Halbert Harvill
Chairperson, Senate
Education Committee
Legislative Plaza 9
Nashville, TN 37219

Senator John R. Rucker
Senate Education Committee
Legislative Plaza 8
Nashville, TN 37219

Representative Frank P. Lashlee,
Chairperson
House Education Committee
Legislative Plaza 36
Nashville, TN 37219

Representative Stephen Cobb
House Education Committee
War Memorial Building 113
Nashville, TN 37219

Representative Paul M. Starnes
House Education Committee
Legislative Plaza 17
Nashville, TN 37219

Dr. G. Wayne Brown
Executive Director
Tennessee Higher Education Commission
501 Union Building, Suite 300
Nashville, TN 37219

The Honorable Sam H. Ingram
Commissioner of Education
State Department of Education
Cordell Hull Building
Nashville, TN 37219

Dr. Roy S. Nicks
Chancellor
State Board of Regents
1161 Murfreesboro Road
Nashville, TN 37217

APPENDIX F: TABLE VIII.
Frequencies and summary statistics for community college personnel.

Item	N	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Improving instruction	37					6	15	16	6.27	6.33	0.73
Developing more effective means of evaluating faculty performance	37				1	7	10	19	6.27	6.53	0.87
Funding formulas which do not make provisions for funding total programs of community colleges, i.e., continuing education, community services, etc.	37			1	2	5	9	20	6.22	6.58	1.06
Making provisions to deal with the energy situation	36					8	13	15	6.19	6.27	0.78
Assessing instructional effectiveness	37					8	15	14	6.16	6.20	0.76
Reaching students not currently being served by the community college	37		1	1	1	5	15	14	6.00	6.20	1.16
Improving articulation between community colleges and four-year institutions	37				3	9	11	14	5.97	6.09	0.97
Being accountable for services rendered	37				3	10	17	7	5.76	5.82	0.86
Implementing affirmative action programs	37			1	4	10	10	12	5.76	5.85	1.12
Responding to increasing enrollment of part-time students	37		1	3		10	10	13	5.73	5.95	1.33
Commitment of the faculty to the community college philosophy	36		2	3	3	3	11	14	5.67	6.14	1.55

Emphasizing staff development opportunities for community college administrators	36		1	2	1	11	11	10	5.64	5.77	0.21
Providing special academic programs and counseling services for academically disadvantaged students	37	1	2	3		5	13	13	5.62	6.08	1.64
Responding to a diverse student body	36		1	5	1	4	14	11	5.61	6.00	1.46
Evaluating program offerings	37			3	2	9	16	7	5.60	5.78	1.12
Competition with other agencies for public funds	37	1	1	1	2	10	11	11	5.60	5.82	1.42
Complying with Title IX regulations	36			1	4	12	12	7	5.56	5.58	1.03
Providing special academic and vocational programs to meet the needs of the labor force	37	2	1	1		7	19	7	5.54	5.90	1.50
Adjusting Student Personnel Services to reflect the needs of the non-traditional students	36	1			3	14	11	7	5.50	5.50	1.18
Implementing the concept of lifelong learning	36		2	1	1	15	7	10	5.50	5.43	1.32
Tailoring programs to special groups (i.e., re-entry women, adult learners, etc.)	37			3	1	17	7	9	5.49	5.35	1.15
Declining or leveling enrollments in credit-bearing courses	36		2	3	2	7	13	9	5.47	5.81	1.44
Continued emphasis on staff development programs	37		1	1	5	11	11	8	5.46	5.55	1.22
Balancing students' interests with society's needs for employable graduates	37		2		4	13	10	8	5.43	5.46	1.26
Providing financial aid to cover increasing costs to students	37		3	1	2	10	13	8	5.43	5.69	1.41
Funding formulas which make provisions for performance (i.e., instructional and management effectiveness)	37		3	2	2	12	6	12	5.41	5.46	1.54
Trends toward collective bargaining	37	1	2	2	4	7	9	12	5.41	5.78	1.64
Utilizing innovative teaching methods	37	2	1	1	2	7	19	5	5.38	5.79	1.50
Improving planning by administrators of community colleges	36		1	3	3	12	9	8	5.36	5.42	1.31
Responding to community needs	37		4	1	1	10	14	7	5.35	5.68	1.48
Planning and coordination at the state level	35	1	3		2	12	8	9	5.31	5.46	1.59

APPENDIX F. TABLE VIII.—(Continued)
Frequencies and summary statistics for community college personnel.

Item	N	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Emphasizing different instructional methodologies (i.e., personalized instruction)	37		1	3	5	9	15	4	5.24	5.53	1.23
Competition with other educational institutions for vocational-technical funds	37	1	3		4	11	11	7	5.22	5.46	1.53
Competition with other post-secondary institutions for students	36		1	4	6	7	11	7	5.22	5.50	1.40
Integrating school and work experiences	37	1		3	2	16	10	5	5.22	5.28	1.27
Adjusting to student attrition rates	36	1	2	3	3	6	16	5	5.19	5.69	1.55
Differences between salaries of community college faculty and faculty of four-year institutions	37	1	1	5	3	9	10	8	5.16	5.44	1.57
Developing cooperative program arrangements between community colleges and community organizations	36		5		2	12	12	5	5.14	5.42	1.50
Accountability in the expenditure of funds	37	1	3	2	6	8	7	10	5.11	5.31	1.70
Achieving flexibility in scheduling academic programs	37	2	1	3	4	7	15	5	5.11	5.60	1.60
Initiating multi-campus operations	37		1	5	6	7	13	5	5.11	5.43	1.37
Program duplications among post-secondary institutions	36	2		2	8	8	8	8	5.11	5.25	1.58
Developing cooperative program arrangements between community colleges and secondary schools	36		4	2	2	13	11	4	5.03	5.27	1.44

Clarifying the mission of community colleges	37		9		1	9	9	9	4.97	5.44	1.89
Operationalizing a comprehensive program	36	2	2	2	5	8	12	5	4.97	5.38	1.65
Planning for a steady growth rate	35	1	2		9	10	10	3	4.91	5.05	1.38
Increasing tuition and fees for students	36	3	1	4	2	11	9	6	4.89	5.23	1.75
Increasing enrollments in non-credit-bearing courses or activities	36	1	2	3	7	5	13	4	4.89	5.30	1.56
The need for universities to prepare students for teaching positions in community colleges	36	1	3	1	7	10	10	4	4.89	5.10	1.51
Developing cooperative program arrangements among post-secondary institutions (i.e., consortia)	36		4	2	5	11	11	3	4.89	5.14	1.43
Participation by faculty in policy- and decision-making processes	36	1	4	6	3	5	8	9	4.86	5.30	1.87
Maintaining territorial boundaries between community colleges and other educational institutions	36	2	4	1	7	7	8	7	4.81	5.07	1.80
Improving planning by state governing boards	36	1	2	5	4	11	9	4	4.81	5.05	1.53
Emphasizing non-traditional programs (i.e., external degrees, off campus study, credit by examination)	36	2	3	3	4	10	10	4	4.75	5.10	1.68
The federal government's involvement in funding students directly	37	1	5	1	7	9	11	3	4.70	5.00	1.60
Providing interdisciplinary academic programs	36	3		2	11	8	9	3	4.67	4.75	1.55
The trend toward participatory decision making (involving students, faculty, and external groups)	36	1	4	5	4	12	3	7	4.64	4.83	1.71
Emphasizing research relating to community colleges	34	2	4	1	6	10	7	4	4.62	4.90	1.71
Availability of private donations for institutional support	37	1	2	2	12	11	7	2	4.60	4.64	1.32
Participation by students in policy- and decision-making processes	36	1	4	6	5	8	6	6	4.58	4.75	1.73
Selecting board members on the basis of their commitment to the community college	36	1	6	1	8	9	6	5	4.56	4.72	1.70

APPENDIX F: TABLE VIII.—(Continued)
Frequencies and summary statistics for community college personnel.

Item	*N*	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Merging state post-secondary institutions into one governing board	36	4	4	1	10	4	5	8	4.47	4.40	2.01
Implementing an open-door policy	37	4	5	3	5	5	12	3	4.35	4.80	1.93
Emphasis on return to basic academic subjects (vs. specialized or non-credit activities)	36	2	5	5	8	7	6	3	4.19	4.25	1.69
Differences between salaries of general education faculty as opposed to vocational-technical faculty	37	1	6	4	10	10	3	3	4.16	4.25	1.54
Emphasis on community services to help solve social problems	37	1	6	4	10	8	7	1	4.16	4.25	1.50
Offering upper-level division courses for lower-division credit	34	5	4	3	7	6	3	6	4.12	4.21	2.03
Planning and coordination at the regional level	36	5	4	3	4	11	9		4.08	4.68	1.78
Planning and coordination at the national level	36	5	3	2	8	11	7		4.06	4.50	1.67
Differences between salaries and benefits for male and female faculty	37	3	8	3	9	4	6	4	4.00	4.00	1.87
Demands by students for their rights as consumers	36	3	2	13	4	10	1	3	3.86	3.50	1.59
Enactment of legislation directly affecting community college curriculum	37	7	6	5	4	5	6	4	3.76	3.63	2.07
Differences of policies and benefits between part-time and full-time faculty	36	5	5	8	2	10	6		3.69	3.50	1.72

NOTE: *N* = number of respondents to an item. SD = standard deviation.

TABLE IX.
Frequencies and summary statistics for State Board of Regents.

Item	N	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Improving instruction	15					3	5	7	6.27	6.40	0.80
Assessing instructional effectiveness	15				1	2	6	6	6.13	6.25	0.92
Developing more effective means of evaluating faculty performance	15			1	1	1	6	6	6.00	6.25	1.20
Being accountable for services rendered	15		1		1		8	5	5.93	6.19	1.34
Implementing the concept of lifelong learning	15			1	1	1	8	4	5.87	6.06	1.13
Making provisions to deal with the energy situation	15			1	1	3	5	5	5.80	6.00	1.21
Implementing affirmative action programs	14				2	2	7	3	5.79	5.93	0.98
Complying with Title IX regulations	13				1	3	7	2	5.77	5.86	0.83
Competition with other agencies for public funds	15				2	3	7	3	5.73	5.86	0.96
Balancing students' interests with society's needs for employable graduates	15				2	4	5	4	5.73	5.80	1.03
Accountability in the expenditure of funds	15	1			1	2	7	4	5.67	6.00	1.54
Emphasizing different instructional methodologies (i.e., personalized instruction)	15				2	3	8	2	5.67	5.81	0.90
Improving articulation between community colleges and four-year institutions	15		1	1		3	5	5	5.67	6.00	1.50

TABLE IX.—(Continued)
Frequencies and summary statistics for State Board of Regents.

Item	N	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Tailoring programs to special groups (i.e., re-entry women, adult learners, etc.)	15					7	6	2	5.67	5.58	0.72
Responding to increasing enrollment of part-time students	15					7	7	1	5.60	5.57	0.63
Evaluating program offerings	14				1	2	7	4	5.60	6.00	1.77
Providing special academic and vocational programs to meet the needs of the labor force	15		1		1	2	10	1	5.53	5.85	1.19
Adjusting Student Personnel Services to reflect the needs of the non-traditional students	15			1	3	1	7	3	5.53	5.86	1.25
Providing special academic programs and counseling services for academically disadvantaged students	15			2		3	8	2	5.53	5.81	1.18
Adjusting to student attrition rates	14				3	2	8	1	5.50	5.75	0.94
Continued emphasis on staff development programs	15				2	5	7	1	5.47	5.57	0.83
Responding to a diverse student body	15			1	2	3	7	2	5.47	5.71	1.13
Planning and coordination at the state level	15			2	1	2	8	2	5.47	5.81	1.25
Participation by faculty in policy- and decision-making processes	14			1	1	4	7	1	5.43	5.64	1.02

Reaching students not currently being served by the community college	15			1	1	5	7	1	5.40	5.57	0.99
Integrating school and work experiences	15			1	2	4	7	1	5.33	5.57	1.05
Improving planning by administrators of community colleges	15		1	1	1	3	7	2	5.33	5.71	1.40
Achieving flexibility in scheduling academic programs	15			2		6	6	1	5.27	5.42	1.10
Increasing tuition and fees for students	14	1	1		1	5	1	5	5.21	5.30	1.89
Utilizing innovative teaching methods	15		2	1	1	3	5	3	5.13	5.60	1.69
Providing interdisciplinary academic programs	15	1		1	1	5	5	2	5.13	5.40	1.55
Program duplications among post-secondary institutions	15		1	1		7	5	2	5.13	5.29	1.25
Developing cooperative program arrangements among post-secondary institutions (i.e., consortia)	15			3	2	3	4	3	5.13	5.33	1.46
Developing cooperative program arrangements between community colleges and community organizations	15			1	4	3	6	1	5.13	5.33	1.13
The need for universities to prepare students for teaching positions in community colleges	15	1	1	1	1	2	6	3	5.13	5.75	1.85
Competition with other educational institutions for vocational-technical funds	15		1	2		6	4	2	5.07	5.25	1.44
Implementing an open-door policy	15	1	1	1		4	6	2	5.07	5.58	1.75
Responding to community needs	15		1	1	2	5	4	2	5.07	5.20	1.39
Operationalizing a comprehensive program	14			1	4	4	3	2	5.07	5.00	1.21
Emphasizing staff development opportunities for community college administrators	15		1		3	5	5	1	5.07	5.20	1.22
Declining or leveling enrollments in credit-bearing courses	15		1	1	4	2	5	2	5.07	5.25	1.44
Participation by students in policy- and decision-making processes	15		1	1	2	5	5	1	5.00	5.20	1.31
Emphasizing non-traditional programs (i.e., external degrees, off-campus study, credit by examination)	15		1	1	2	6	4	1	4.93	5.08	1.28
Initiating multi-campus operations	14	1		1	2	5	3	2	4.93	5.10	1.59

TABLE IX.—(Continued)
Frequencies and summary statistics for State Board of Regents.

Item	N	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Providing financial aid to cover increasing costs to students	15			1	6	3	3	2	4.93	4.67	1.23
Improving planning by state governing boards	15		1	2	2	5	2	3	4.93	5.00	1.53
The trend toward participatory decision making (involving students, faculty, and external groups)	15		1	1	1	8	3	1	4.93	5.06	1.22
Competition with other post-secondary institutions for students	15			2	5	2	5	1	4.87	4.75	1.25
Demands by students for their rights as consumers	15			5		3	6	1	4.87	5.33	1.46
Clarifying the mission of community colleges	15		1	2	2	5	3	2	4.87	5.00	1.46
Emphasis on community services to help solve social problems	15		1	2	1	6	5		4.80	5.08	1.27
The federal government's involvement in funding students directly	15		1	1	4	4	5		4.73	4.88	1.22
Developing cooperative program arrangements between community colleges and secondary schools	15			2	4	7	1	1	4.67	4.71	1.05
Funding formulas which make provisions for performance (i.e., instructional and management effectiveness)	15	2	1	3		2	3	4	4.60	5.25	2.23
Commitment of the faculty to the community college philosophy	14	1		1	2	4	5	1	4.60	5.13	1.96
Emphasis on return to basic academic subjects (vs. specialized or non-credit activities)	15		1	3	3	3	4	1	4.60	4.67	1.45

Trends toward collective bargaining	15	2		2	1	5	4	1	4.53	5.00	1.81
Emphasizing research relating to community colleges	15	2		1	2	6	3	1	4.53	4.92	1.73
Planning for a steady growth rate	15	1		4	1	4	4	1	4.53	4.88	1.64
Differences between salaries and benefits for male and female faculty	14	2		2		5	5		4.50	5.10	1.79
Funding formulas which do not make provisions for funding total programs of community colleges (i.e., continuing education, community services, etc.)	13	1		2	4	1	1	4	4.43	4.25	2.24
Selecting board members on the basis of their commitment to the community college	13		1	2	4	3	3		4.39	4.38	1.26
Differences between salaries of community college faculty and faculty of four-year institutions	14		2	3	1	4	4		4.36	4.75	1.50
Offering upper-level division courses for lower-division credit	14	1	1	2	4	2	2	2	4.36	4.25	1.78
Maintaining territorial boundaries between community colleges and other educational institutions	15		3	4	2	1	3	2	4.20	3.75	1.82
Availability of private donations for institutional support	14		2	2	4	4	2		4.14	4.25	1.29
Increasing enrollments in non-credit-bearing courses or activities	15	1	3	1	5	1	2	2	4.07	4.00	1.87
Merging state post-secondary institutions into one governing board	15	1	5	2		2	2	3	4.00	3.25	2.20
Planning and coordination at the regional level	15	1	3	2	3	3	2	1	3.93	4.00	1.75
Differences between salaries of general education faculty as opposed to vocational-technical faculty	14	1		5	4	3		1	3.86	3.75	1.41
Differences of policies and benefits between part-time and full-time faculty	14	1	2	5	2	1	2	1	3.71	3.30	1.73
Planning and coordination at the national level	15	3	1	5	1	2	2	1	3.53	3.20	1.92
Enactment of legislation directly affecting community college curriculum	15	5	2	3	1		4		3.07	2.67	2.05

NOTE: *N* = number of respondents to an item. SD = standard deviation.

TABLE X.
Frequencies and summary statistics for Tennessee Higher Education Commission.

Item	*N*	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Developing more effective means of evaluating faculty performance	13					4	7	2	5.85	5.86	0.69
Competition with other educational institutions for vocational-technical funds	13				3	2	2	6	5.85	6.25	1.28
Funding formulas which make provisions for performance (i.e., instructional and management effectiveness)	13				3	2	3	5	5.77	6.00	1.24
Assessing instructional effectiveness	13					7	2	4	5.77	5.43	0.93
Improving instruction	13					6	4	3	5.77	5.63	0.83
Making provisions to deal with the energy situation	13				2	3	5	3	5.69	5.80	1.03
Providing special academic programs and counseling services for academically disadvantaged students	13				1	3	8	1	5.69	5.81	0.75
Declining or leveling enrollments in credit-bearing courses	13			2	1	1	4	5	5.69	6.13	1.49
Accountability in the expenditure of funds	13	1			1	2	4	5	5.69	6.13	1.70
Improving articulation between community colleges and four-year institutions	13			1	1	2	6	3	5.69	5.92	1.18
Balancing students' interests with society's needs for employable graduates	13				2	5	2	4	5.62	5.40	1.12

Achieving flexibility in scheduling academic programs	12				2	4	3	3	5.58	5.50	1.08
Evaluating program offerings	13		1			4	6	2	5.54	5.75	1.27
Providing special academic and vocational programs to meet the needs of the labor force	13		1	1		3	5	3	5.46	5.80	1.51
Implementing the concept of lifelong learning	13	1			2	2	4	4	5.46	5.85	1.71
Program duplications among post-secondary institutions	13		1		2	2	5	3	5.46	5.80	1.45
Emphasizing different instructional methodologies (i.e., personalized instruction)	13				1	6	6		5.39	5.42	0.65
Responding to a diverse student body	13				3	2	8		5.39	5.69	0.87
Being accountable for services rendered	13	1			1	3	6	2	5.39	5.75	1.56
Participation by faculty in policy- and decision-making processes	13			1	1	4	6	1	5.39	5.58	1.04
Responding to community needs	13		1		3	1	6	2	5.31	5.75	1.44
Integrating school and work experiences	13		1		1	3	8		5.31	5.69	1.18
Competition with other agencies for public funds	13			2	1	3	6	1	5.23	5.58	1.24
Increasing tuition and fees for students	13		2		1	3	4	3	5.23	5.63	1.69
Tailoring programs to special groups (i.e., re-entry women, adult learners, etc.)	13		1		1	6	3	2	5.23	5.25	1.30
Responding to increasing enrollment of part-time students	13		1		3	3	3	3	5.23	5.33	1.48
Planning and coordination at the state level	13		1		4	2	2	4	5.23	5.25	1.59
Complying with Title IX regulations	13				4	3	5	1	5.23	5.33	1.01
Differences between salaries of community college faculty and faculty of four-year institutions	13			1	3	3	5	1	5.15	5.33	1.14
Utilizing innovative teaching methods	13		1		3	4	2	3	5.15	5.13	1.46
Clarifying the mission of community colleges	13	1			2	3	6	1	5.15	5.58	1.52
Implementing affirmative action programs	13			2	2	3	4	2	5.15	5.33	1.35
Commitment of the faculty to the community college philosophy	13	1		1	3	1	4	3	5.08	5.63	1.80

TABLE X.—(Continued)
Frequencies and summary statistics for Tennessee Higher Education Commission.

Item	*N*	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Adjusting Student Personnel Services to reflect the needs of the non-traditional students	13			1	3	3	6		5.08	5.33	1.04
Maintaining territorial boundaries between community colleges and other educational institutions	13		1	2	1	4	1	4	5.08	5.13	1.71
Operationalizing a comprehensive program	12	1			3	3	2	3	5.08	5.17	1.83
Developing cooperative program arrangements between community colleges and community organizations	13			1	5		6	1	5.08	5.58	1.26
Developing cooperative program arrangements between community colleges and secondary schools	13				6		7		5.08	5.14	1.04
Participation by students in policy- and decision-making processes	13			1	1	8	2	1	5.08	5.06	0.95
Continued emphasis on staff development programs	12		1	1	2	2	5	1	5.00	5.50	1.48
Providing interdisciplinary academic programs	13		1		5	2	2	3	5.00	4.75	1.53
Reaching students not currently being served by the community college	13		1	1	3	3	2	3	5.00	5.00	1.58
Developing cooperative program arrangements among post-secondary institutions (i.e., consortia)	13				5	4	3	1	5.00	4.88	1.00

Improving planning by administrators of community colleges	13	1		1	6	5			5.00	5.25	1.35
Adjusting to student attrition rates	12			2	4	1	3	2	4.92	4.50	1.44
Implementing an open-door policy	13		1	1	3	4	1	3	4.92	4.88	1.55
Increasing enrollments in non-credit bearing courses or activities	13	2			2	2	6	1	4.85	5.58	1.91
Competition with other post-secondary institutions for students	13			3	2	3	4	1	4.85	5.00	1.35
Funding formulas which do not make provisions for funding total programs of community colleges (i.e., continuing education, community services, etc.)	13			2	4	3	3	1	4.77	4.67	1.24
Differences of policies and benefits between part-time and full-time faculty	13		1		6	3	1	2	4.69	4.42	1.38
Providing financial aid to cover increasing costs to students	13		1		4	5	3		4.69	4.80	1.11
The trend toward participatory decision making (involving students, faculty, and external groups)	13		1	2	3	2	4	1	4.69	4.75	1.49
Improving planning by state governing boards	13	1			4	5	3		4.62	4.80	1.33
Emphasizing staff development opportunities for community college administrators	13			1	3	9			4.62	4.78	0.65
Trends toward collective bargaining	13	2		2	1	4	1	3	4.54	4.89	2.07
Emphasis on community services to help solve social problems	13	1		2	2	4	4		4.54	4.88	1.51
Differences between salaries and benefits for male and female faculty	13	2	1		2	3	4	1	4.46	5.00	1.98
Emphasizing non-traditional programs (i.e., external degrees, off campus study, credit by examination)	13		1	2	3	4	3		4.46	4.63	1.27
Initiating multi-campus operations	13	2	1		1	6	1	2	4.46	4.92	1.98
The need for universities to prepare students for teaching positions in community colleges	13	2		2	2	2	5		4.31	4.75	1.84
Offering upper-level division courses for lower-division credit	13			5	3	3		2	4.31	4.00	1.44
Demands by students for their rights as consumers	13	2	1	1	1	4	3	1	4.31	4.88	1.97

TABLE X.—(Continued)
Frequencies and summary statistics for Tennessee Higher Education Commission.

Item	*N*	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Differences between salaries of general education faculty as opposed to vocational-technical faculty	13		1	2	4	5	1		4.23	4.38	1.09
The federal government's involvement in funding students directly	13	1	1	2	4	3		2	4.15	4.13	1.73
Planning for a steady growth rate	13	1		3	4	4		1	4.08	4.13	1.44
Emphasis on return to basic academic subjects (vs. specialized or non-credit activities)	13		1	4	5	3			3.77	3.80	0.93
Planning and coordination at the regional level	13	3	1	1	3	3	2		3.62	4.00	1.85
Emphasizing research relating to community colleges	13	2	1	2	5	2	1		3.54	3.80	1.51
Enactment of legislation directly affecting community college curriculum	13	2	3	3	2		2	1	3.39	3.00	1.94
Selecting board members on the basis of their commitment to the community college	13	2	4	1	3	1	1	1	3.31	3.00	1.89
Planning and coordination at the national level	13	3	2	2	4	2			3.00	3.25	1.47
Availability of private donations for institutional support	13	3	3	4	2	1			2.62	2.63	1.26
Merging state post-secondary institutions into one governing board	13	4	4	3		1		1	2.54	2.13	1.76

NOTE: *N* = number of respondents to an item. SD = standard deviation.

TABLE XI.
Frequencies and summary statistics for legislators.

Item	*N*	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Improving instruction	36			1	2	4	18	11	6.00	6.11	0.96
Accountability in the expenditure of funds	37		1	1	4	4	9	18	5.97	6.44	1.32
Making provisions to deal with the energy situation	36			1	3	5	17	10	5.89	6.01	1.01
Being accountable for services rendered	36		1		3	7	16	9	5.78	5.94	1.10
Balancing students' interests with society's needs for employable graduates	37		1	1	1	9	15	10	5.78	5.93	1.13
Responding to community needs	35				3	11	13	8	5.74	5.77	0.92
Competition with other agencies for public funds	37			1	3	11	13	9	5.70	5.77	1.02
Developing more effective means of evaluating faculty performance	35		1	1	3	8	12	10	5.69	5.88	1.23
Assessing instructional effectiveness	36			1	4	7	17	7	5.69	5.85	1.01
Providing special academic and vocational programs to meet the needs of the labor force	36			1	2	8	22	3	5.67	5.82	0.83
Achieving flexibility in scheduling academic programs	37			2	5	8	16	6	5.51	5.72	1.10
Evaluating program offerings	36			1	2	17	11	5	5.47	5.38	0.91
Clarifying the mission of community colleges	37	1		3	2	8	17	6	5.46	5.77	0.22

TABLE XI.—(Continued)
Frequencies and summary statistics for legislators.

Item	*N*	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Improving articulation between community colleges and four-year institutions	35		1	2	3	9	15	5	5.43	5.67	1.20
Developing cooperative program arrangements between community colleges and secondary schools	36	1			2	18	11	4	5.36	5.33	1.07
Declining or leveling enrollments in credit-bearing courses	36		2	2	5	9	10	8	5.31	5.50	1.41
Responding to increasing enrollment of part-time students	35			2	4	12	15	2	5.31	5.46	0.96
Participation by faculty in policy- and decision-making processes	37		1	3	3	15	8	7	5.27	5.27	1.26
Funding formulas which make provisions for performance (i.e., instructional and management effectiveness)	37	1	1	2	7	8	9	9	5.24	5.44	1.52
Implementing the concept of lifelong learning	35			1	9	10	11	4	5.23	5.25	1.06
Improving planning by administrators of community colleges	36			1	6	15	12	2	5.22	5.23	0.90
Competition with other educational institutions for vocational-technical funds	36			3	7	10	12	4	5.19	5.30	1.14
Responding to a diverse student body	35		1	3	5	11	10	5	5.17	5.27	1.27
Utilizing innovative teaching methods	35	1	2	3		12	13	4	5.14	5.46	1.48

Emphasis on return to basic academic subjects (vs. specialized or non-credit activities)	36		1	6	2	13	6	8	5.14	5.19	1.44
Planning and coordination at the state level	36		1	2	7	11	11	4	5.14	5.28	1.20
Improving planning by state governing boards	36			2	5	17	10	2	5.14	5.15	0.93
Integrating school and work experiences	34			2	8	11	10	3	5.12	5.14	1.07
Providing special academic programs and counseling services for academically disadvantaged students	35	1		1	5	17	9	2	5.06	5.12	1.11
Developing cooperative program arrangements between community colleges and community organizations	36	1	2		3	19	8	3	5.03	5.13	1.28
Competition with other post-secondary institutions for students	36		1	4	6	12	9	4	5.00	5.08	1.27
Developing cooperative program arrangements among post-secondary institutions (i.e., consortia)	36	2		1	4	18	9	2	4.97	5.11	1.28
Emphasis on community services to help solve social problems	36		1	3	8	12	9	3	4.94	5.00	1.19
Emphasizing staff development opportunities for community college administrators	35		1	2	8	14	7	3	4.94	4.96	1.14
Continued emphasis on staff development programs	36		1	1	12	11	8	3	4.92	4.86	1.13
Emphasizing different instructional methodologies (i.e., personalized instruction)	35	1		4	7	10	11	2	4.89	5.05	1.30
Tailoring programs to special groups (i.e., re-entry women, adult learners, etc.)	36		1	4	5	17	6	3	4.89	4.97	1.17
Reaching students not currently being served by the community college	36	1	1	5	3	12	12	2	4.89	5.17	1.39
Implementing an open-door policy	34	1	1	3	6	12	7	4	4.88	5.00	1.41
Adjusting to student attrition rates	35		2	1	8	14	8	2	4.89	4.96	1.16
Complying with Title IX regulations	37		2	11	8	7	3	6	4.87	4.81	1.26
Commitment of the faculty to the community college philosophy	36	1	3	3	7	7	9	6	4.86	5.07	1.64
Providing interdisciplinary academic programs	35			3	11	11	8	2	4.86	4.82	1.06
Program duplications among post-secondary institutions	35		3	2	7	13	6	4	4.83	4.92	1.36

TABLE XI.—(Continued)
Frequencies and summary statistics for legislators.

Item	N	Strongly Disagree	Disagree	Tend To Disagree	Neutral/Mixed	Tend To Agree	Agree	Strongly Agree	Mean	Median	SD
Differences between salaries of community college faculty and faculty of four-year institutions	37	1	3	6	3	8	11	5	4.81	5.19	1.66
The need for universities to prepare students for teaching positions in community colleges	35		1	6	4	14	8	2	4.80	4.96	1.23
Availability of private donations for institutional support	37		2	6	8	8	8	5	4.78	4.81	1.46
Selecting board members on the basis of their commitment to the community college	37	1	2	3	9	9	9	4	4.78	4.89	1.48
Planning for a steady growth rate	36		1	3	10	13	8	1	4.75	4.81	1.08
Participation by students in policy- and decision-making processes	37		2	5	6	15	9		4.65	4.87	1.16
Differences between salaries and benefits for male and female faculty	37	1	3	6	3	8	11	5	4.81	5.19	1.66
Operationalizing a comprehensive program	32	1		3	9	13	6		4.59	4.73	1.10
The trend toward participatory decision making (involving students, faculty, and external groups)	35	1	1	4	9	12	7	1	4.57	4.71	1.27
Providing financial aid to cover increasing costs to students	36	1	2	6	4	14	8	1	4.56	4.86	1.38

Funding formulas which do not make provisions for funding total programs of community colleges (i.e., continuing education, community services, etc.)	37	1	1	9	6	9	8	3	4.54	4.67	1.48
Differences of policies and benefits between part-time and full-time faculty	36	1	1	6	9	9	9	1	4.53	4.61	1.34
Implementing affirmative action programs	35		4	4	7	12	6	2	4.51	4.71	1.38
Increasing enrollments in non-credit-bearing courses or activities	36		3	5	11	8	6	3	4.50	4.41	1.38
Differences between salaries of general education faculty as opposed to vocational-technical faculty	36	2	2	6	7	8	7	4	4.50	4.63	1.65
Adjusting Student Personnel Services to reflect the needs of the non-traditional students	34	1	1	5	8	14	4	1	4.44	4.64	1.24
Demands by students for their rights as consumers	37	1	1	6	8	16	4	1	4.43	4.66	1.21
Emphasizing research relating to community colleges	36			7	13	10	6		4.42	4.35	1.00
Initiating multi-campus operations	36	2	1	5	12	9	4	3	4.36	4.33	1.46
Emphasizing non-traditional programs (i.e., external degrees, off campus study, credit by examination)	36	1	3	5	9	12	4	2	4.33	4.50	1.39
Offering upper-level division courses for lower-division credit	34	2	1	3	14	8	4	2	4.32	4.29	1.39
Planning and coordination at the regional level	36	2	1	7	10	9	6	1	4.25	4.30	1.40
Trends toward collective bargaining	37	7	5	2	4	4	11	4	4.14	4.63	2.16
Maintaining territorial boundaries between community colleges and other educational institutions	36		4	6	13	9	3	1	4.11	4.12	1.21
Merging state post-secondary institutions into one governing board	37	4	1	5	16	4	3	4	4.08	4.03	1.64
The federal government's involvement in funding students directly	37	1	4	6	15	6	3	2	4.03	4.00	1.36
Increasing tuition and fees for students	37	4	4	9	4	10	5	1	3.84	3.88	1.66
Enactment of legislation directly affecting community college curriculum	36		7	5	14	8	2		3.81	3.93	1.17
Planning and coordination at the national level	36	6	4	6	15	2	1	2	3.39	3.63	1.57

NOTE: *N* = number of respondents to an item. SD = standard deviation.

TABLE XII.
Summary of between-group comparisons for all other items.

Item	Combined Mean	Group Mean				Results of Analysis of Variance	
		Community College	Board	THEC	Legislators	Degrees of Freedom	*F* Ratio
Planning and coordination at the state level	5.29	5.31	5.47	5.23	5.14	3,95	0.22
Participation by faculty in policy- and decision-making processes	5.24	4.86	5.43	5.38	5.27	3,96	0.83
Integrating school and work experiences	5.24	5.22	5.33	5.31	5.12	3,95	0.16
Improving planning by administrators of community colleges	5.23	5.36	5.33	5.00	5.22	3,96	0.32
Continued emphasis on staff development programs	5.21	5.46	5.47	5.00	4.92	3,96	1.68
Utilizing innovative teaching methods	5.20	5.09	5.13	5.15	5.14	3,96	0.19
Program duplications among post-secondary institutions	5.13	5.11	5.13	5.46	4.83	3,95	0.67
Clarifying the mission of community colleges	5.11	4.97	4.87	5.15	5.46	3,98	0.78
Developing cooperative program arrangements between community colleges and community organizations	5.09	5.14	5.13	5.08	5.03	3,96	0.05
Developing cooperative program arrangements between community colleges and secondary schools	5.03	5.03	4.67	5.08	5.36	3,96	1.24
Developing cooperative program arrangements among post-secondary institutions (i.e., consortia)	5.00	4.89	5.13	5.00	4.97	3,96	0.12

Competition with other post-secondary institutions for students	4.98	5.22	4.87	4.85	5.00	3,96	0.42
Operationalizing a comprehensive program	4.93	4.97	5.07	5.08	4.59	3,90	0.64
Providing interdisciplinary academic programs	4.91	4.67	5.13	5.00	4.86	3,95	0.47
Providing financial aid to cover increasing costs to students	4.90	5.43	4.93	4.69	4.56	3,97	2.81*
Differences between salaries of community college faculty and faculty of four-year institutions	4.87	5.16	4.36	5.15	4.81	3,97	1.07
Improving planning by state governing boards	4.87	4.81	4.93	4.62	5.14	3,96	0.66
Participation by students in policy- and decision-making processes	4.83	4.58	5.00	5.08	4.65	3,97	0.63
Implementing an open-door policy	4.81	4.35	5.07	4.92	4.88	3,95	0.96
Increasing tuition and fees for students	4.79	4.89	5.21	5.23	3.84	3,96	3.89*
The need for universities to prepare students for teaching positions in community colleges	4.78	4.89	5.13	4.31	4.80	3,95	0.73
Initiating multi-campus operations	4.72	5.11	4.93	4.46	4.36	3,96	1.68
The trend toward participatory decision making (involving students, faculty, and external groups)	4.71	4.64	4.93	4.69	4.57	3,95	0.22
Trends toward collective bargaining	4.65	5.41	4.53	4.54	4.14	3,98	2.79*
Emphasizing non-traditional programs (i.e., external degrees, off-campus study, credit by examination)	4.62	4.75	4.93	4.46	4.33	3,96	0.81
Emphasis on community services to help solve social problems	4.61	4.16	4.80	4.54	4.94	3,97	2.15
Increasing enrollments in non-credit-bearing courses or activities	4.58	4.89	4.07	4.85	4.50	3,96	1.09
Planning for a steady growth rate	4.57	4.91	4.53	4.08	4.75	3,95	1.35
Maintaining territorial boundaries between community colleges and other educational institutions	4.55	4.81	4.20	5.08	4.11	3,96	1.88

TABLE XII.—(Continued)
Summary of between-group comparisons for all other items.

Item	Combined Mean	Group Mean				Results of Analysis of Variance	
		Community College	Board	THEC	Legislators	Degrees of Freedom	*F* Ratio
Emphasis on return to basic academic subjects (vs. specialized or non-credit activities)	4.43	4.19	4.60	3.77	5.14	3,96	3.77*
The federal government's involvement in funding students directly	4.40	4.70	4.73	4.15	4.03	3,98	1.67
Differences between salaries and benefits for male and female faculty	4.40	4.00	4.50	4.46	4.64	3,96	0.73
Demands by students for their rights as consumers	4.37	3.86	4.87	4.31	4.43	3,97	1.83
Offering upper-level division courses for lower-division credit	4.28	4.18	4.36	4.31	4.32	3,91	0.11
Emphasizing research relating to community colleges	4.28	4.62	4.53	3.54	4.42	3,94	1.81
Selecting board members on the basis of their commitment to the community college	4.26	4.56	4.38	3.31	4.78	3,95	2.83*
Differences between salaries of general education faculty as opposed to vocational-technical faculty	4.19	4.16	3.86	4.23	4.50	3,96	0.68
Differences of policies and benefits between part-time and full-time faculty	4.16	3.69	3.71	4.69	4.53	3,95	2.04*
Availability of private donations for institutional support	4.03	4.59	4.14	2.62	4.78	3,97	8.78*
Planning and coordination at the regional level	3.97	4.08	3.93	3.62	4.25	3,96	0.50

Merging state post-secondary institutions into one governing board	3.77	4.47	4.00	2.54	4.08	3,97	3.40*
Enactment of legislation directly affecting community college curriculum	3.50	3.76	3.07	3.38	3.81	3,97	0.76
Planning and coordination at the national level	3.49	4.06	3.53	3.00	3.39	3,96	1.69

*$p < .05$

NOTE: Values underlined by common line (either _____ or . . . .) do not differ significantly at the $\alpha = .05$ level as determined by a Newman-Keuls test.

TABLE XIII.

Additional critical issues mentioned by respondents by category.

Item	Frequency Response	Rating
A. *Resources*		
1. Community financial support for community college	1	6
2. Continued use of growth based formula	1	7
3. Zero based budgeting	1	7
4. Introduction of new career programs which are not funded until programs are in operation	2	7
5. Making salaries equal to local school systems	2	6.5
6. Faculty role in determining budget requests	1	6
7. Average concept of formula	2	7
8. Lack of funding for community colleges for other academic services	1	7
9. Full funding of the present formula and constant full funding on an annual basis	1	7
10. Funding for higher education in Tennessee	1	7
11. Need to more carefully make future projections for longer periods	1	7
12. Competition with UT and other schools for funds	1	7
13. Conservative formula for discipline funding	1	6
14. State tax based on retail sales, need broad tax base	1	7
15. Priorities for capital outlay funds	2	7
16. Use of state funds for private education (i.e., Tennessee Tuition Grant)	1	7
17. Faculty role in determining expenditure	1	6
B. *Faculty*		
1. Non-teaching faculty roles (advisement, counseling)	1	6
2. Teaching loads of faculty lecture labs	1	7
3. Concern for tenure, promotion, merit	1	7
4. Faculty must be given a voice in items affecting them	1	7
5. Equalization of work load	1	6
6. Procedures for termination of faculty	1	5
7. Faculty effectiveness by evaluating student responses in ways other than grades	1	7
8. Productivity of faculty	1	7
9. Faculty participating in decision-making processes	1	7

TABLE XIII.—(Continued)

Additional critical issues mentioned by respondents by category.

Item	Frequency Response	Rating
C. *Curriculum and Instruction*		
1. Meeting requirements of accrediting organization	1	7
2. Offering lower-division courses for upper-division credit	3	6.5
3. Maintaining real students of literacy and competence	1	7
4. Failure to provide relative curriculum	1	6
5. Funding policies which push for fall enrollments	1	
6. More latitude to develop a wide range of vocational-technical offerings.	1	7
7. More emphasis on instructional planning and design	1	7
8. Competency based grading versus grade inflation	1	7
9. Maintaining faculty motivation/professional development	1	7
10. Requiring community transfer students to repeat some courses at the university that they have successfully completed at community college	1	7
D. *Students*		
1. Developing incentives for bright students (i.e., honors programs)	1	6
2. Follow-up studies of students, including those not graduating	1	7
3. Using student input and using planned studies to forecast realistic needs and programs	1	7
4. Universities should reserve more financial aid, scholarships, etc., for students transferring from community colleges	1	7
5. Reducing student apathy	1	6
6. Implications for Section 504 for handicapped students	1	7
7. Preparation of students for college level courses at high school	1	7
E. *Mission*		
1. Being aware that the mission is community based	1	7
2. Communicate clear specific goals and purpose to entire academic community	1	7
3. Commitment to quality as well as quantity	1	

TABLE XIII.—(Continued)

Additional critical issues mentioned by respondents by category.

Item	Frequency Response	Rating
4. Necessity of different mission for different community colleges	1	6
5. Evaluation of achievement of goals and purposes and making changes as necessary	1	7
F. *Governance*		
1. Local autonomy of community college	1	7
2. Communication within the institution of decisions, processes, and rationale	1	7
3. Separate board structure to include community colleges, technical institutes and area vocational schools	1	5
4. Organizational structure of state board, not having separate division within organization for community colleges	1	5
5. Communication of state/regional/national levels on processes and decisions	1	7
6. Selecting board members committed to the concept that community colleges are important areas in the total state higher education program	1	6
G. *Management*		
1. Implement management system by institution, division personnel	1	6
2. Outline future planning on basis of need assessment	1	7
3. Concept of local advisory group	1	5
4. Competition for minority faculty	2	6.5
5. Establishment of college level and sub-unit goals and objectives	1	7
6. Planning for changing enrollments	1	7
7. Preventing problems by forethought	1	7
8. Need additional well qualified administrators if trend to central planning and reporting continue	1	

APPENDIX G: Additional Problems and Concerns Listed by Groups

Community College Respondents

1. Maintaining comprehensive programs.
2. Need more flexible schedule, wider range of course offerings, and more counseling services for the adult student.
3. Identity as per mission, not just "higher education." Few citizens know the role of the community college.
4. Institutions of higher education must begin to prove that they are accountable and productive.
5. Decrease in faculty mobility.
6. Funding formula does not make provisions for funding developmental programs.
7. Faculty need to have input into decisions affecting them.
8. Preference given to The University of Tennessee System in funding.
9. Inadequate tax base to fund higher education.
10. Formula appropriations should differentiate the services of community colleges and universities.
11. Need higher funding rate for developmental studies and students.
12. Funding formulas cover only the basics; never enough money to allow for improvements.
13. Trend toward increasing centralization of reporting causes loss of local initiative.
14. Universities offering services and programs already being offered by community colleges.
15. Need to fund academic support programs at community colleges as university programs are funded.
16. Community colleges need to complete construction of additional facilities (i.e., swimming pools).
17. The need for community colleges to prove that they offer quality programs.
18. Concern that community colleges are not meeting the students' needs.
19. Exemption of out-of-state tuition for neighboring states.
20. Selling the idea that education is a lifelong experience.
21. Recognition that higher education is big business.

State Board of Regents

1. Increased emphasis on practical education.
2. Money allocated for developmental programs.
3. Formulas need to be adjusted to provide funding on basis other than escalating enrollments.
4. Need to evaluate the quality of instruction in better ways.
5. Over-population of minority students in some community colleges.
6. Capital outlay for buildings.
7. The implications of tenure.

Tennessee Higher Education Commission

1. Need to stress quality instead of quantity.
2. Caliber of instruction.

3. Possibility of four-year universities only offering junior, senior, and graduate courses.

4. Funds need to be set aside for research.

5. Low faculty salaries in community colleges.

6. Low caliber of students in community colleges.

7. Re-evaluation of recruitment methods.

8. More emphasis on vocational-technical programs.

9. The need for all higher education to be coordinated by one governing board (including vocational-technical schools).

10. The community college's perception of its role and scope or mission may not be consistent with that of governing boards, coordinating agencies or other statewide policy makers. This difference can affect dramatically the institution's perception of the support it receives and affect the policy makers' views of the performance of the institution.

11. Need to deal with public service.

12. Appropriate mix of part-time and full-time faculty.

Legislators

1. Site selections of community colleges have been based on political considerations; therefore, the proper people are not being served.

2. Students needing remedial help need to be assured of getting the basic educational background.

3. More information on the community college is needed, perhaps better public relations.

4. Community colleges are often over-shadowed by large four-year universities; the end result is a general unawareness of community colleges' courses and opportunities.

5. Too much funding is allocated to institutions offering the same programs.

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